

CANADIAN

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THE CRIMINAL CODE

The social and economic loss caused by crime is very great, and to devise and carry out legislation and treatment that will reduce that loss to a minimum is a matter for much study, care, and persistent effort. The idea of reform, in the best sense of the word, is coming only slowly to be accepted by those who are responsible for dealing with the offender. The process of reform or rehabilitation is hampered in the first place by certain provisions of our criminal law.

A Royal Commission on the Revision of the Criminal Code was appointed in 1949. Its terms of reference did not suggest that it should proceed with any philosophy of the reform of the offender in mind, but were confined chiefly to matters of clarity, consistency, and simplicity in the Code, and efficiency in the fair enforcement of the criminal law. The Delinquency and Crime Division of the Canadian Welfare Council presented a brief to the Minister of Justice in June 1950 in the hope that the Commission would be able, within its terms of reference, to suggest some improvements which would bring certain parts of the Code into closer accord with up-to-date concepts of the problem of crime and punishment.

The Report of the Commission was tabled in the House of Commons in April 1952. Our Division's brief had recommended that minimum mandatory sentences should be abolished, and that judges should be allowed to suspend sentence without the consent of crown counsel. The Commission also recommended both these things. Our brief had recommended that judges should be enabled to take all known offenses into consideration when imposing sentence. The Royal Commission recommended that provision be made "to enable an accused who is in custody in one province to have charges outstanding against him in another province disposed of if he wishes, but only where the accused admits his guilt and the Attorney General of the province in which the offences were committed consents." Our brief had recommended that instalment payment of fines should be permitted, and that corporal punishment should be abolished. The Royal Commission did not deal with the former, and the draft bill which it prepared retained provision for whipping as a punishment.

Some of the recommendations of the Royal Commission looked hopeful. Although they did not go as far as our Division's brief, they did suggest changes in the Code which would make the first steps in the rehabilitation of the offender less difficult. Unfortunately it appears that the actual revision of the criminal law may not incorporate even all the improvements suggested by the Commission. A new bill on the criminal code was introduced in the Senate on May 12 and is now before the Senate Committee on Banking and Commerce. On May 21 the Canadian Welfare Council wrote to members of the House of Commons urging that the House's action on the Criminal code be deferred until interested organizations could study the bill and make their views known.

Whatever the outcome may be, it is more than ever necessary for those of us who are working for a better way of dealing with crime to be quite clear about what we are striving for, and why. Any slight improvements in the criminal law are all to the good, but are only short steps towards the kind of penal reform we desire. Now would be a good time to study once again the brief of our Delinquency and Crime Division, along with the supplementary brief (dealing with the Canada Evidence Act) which the Canadian Welfare Council presented to the Minister of Justice in October 1951. These briefs explain the reasons for the recommendations they make, and are therefore good background reading for anyone who wishes to support action for the rehabilitative treatment of the offender. Copies may be obtained from the Delinquency and Crime Division of the Canadian Welfare Council.

WAR VETERANS ALLOWANCES

Two features of the proposed arrangements for war veterans allowances, which are being discussed as this is being written, are of particular interest whether or not they are finally adopted.

The first is contained in Bill 181, "An Act respecting Allowances for War Veterans and their Dependents", a completely revised statute that will replace the War Veterans Allowance Act, 1946. In the bill the definition of eligibility for allowances remains much the same as in the old Act, but the difference is significant. The lower age limit for male veterans to be eligible for the allowance is raised from 60 to 65 years, and a new provision is proposed for male veterans from 60 to 64 years of age who are unable to maintain themselves in their former ordinary occupations, who are unemployed, but who are capable of taking light or intermittent employment.

If the veteran in this group obtained work in any month and his earnings along with other income brought him more than the maximum monthly income allowed in the legislation, he would not draw his allowance for that month. But if in the following month his income dropped below the allowable maximum, his allowance would be reinstated.

Experience gained in the working out of this section of the new act would be most valuable in suggesting how similar procedures could be adopted in other programs for partially employable persons. When the maximum allowable income is calculated on a yearly basis, a man is often afraid to take temporary employment because it may jeopardize his chances of getting the allowance for the whole year. Under the new section of the War Veterans Allowance bill, in which the income is calculated on a monthly basis, any earnings which would give the veteran more income than the maximum allowed would be to his advantage. Moreover it is always desirable for people to work as much as they are able, for the sake of their own health and morale and for the greater productiveness of the country. This new clause suggests a way of providing the incentive to work which is so often lacking in means test programs.

The second interesting feature of the new arrangements is a plan made for cooperation between the Department of Veterans Affairs and the Unemployment Insurance Commission for the administration of the new provision. After the initial means test, administered by DVA, it is proposed to refer the unemployed veteran to the UIC, through which he can readily be referred to employment if it is available. Payment of the monthly allowance would be made through the machinery of the UIC. Depending on his monthly earnings the veteran would or would not receive his allowance for any one month. If he did not qualify for the allowance, he would be told to return the following month if his earnings were reduced in the meantime. If he did not return, his case would be referred again to DVA. This proposal suggests the possibility of cooperative work between two government departments in the interests of the people they are trying to serve and in the interests of simple and economical administration. This may also have important implications for future planning.

GOVERNMENT GRANTS

In the editorial "Staffing the Services" in our last issue, referring to the federal government grant to universities we said, "But none of this money may be used for bursaries", and there has been some question about the accuracy of this statement. The government did not specifically say that the grants were not to be used for bursaries. Their main purposes were indicated in the announcement made by the Prime Minister in the House on June 19 last year.

"These federal grants are designed", he said, "primarily to assist the universities to maintain the highly qualified staffs and the working conditions which are essential for the proper performance of their functions—in other words, to maintain quality rather than to increase existing facilities . . . The recommendation of the commission with respect to scholarships will be considered and dealt with later."

So far as we know, universities generally have planned to utilize their grants for general requirements, such as increased salaries, and very little, if any, of the money will be used for bursaries or scholarships. The latter, however, are very important, especially in these days of high living costs, and they must be provided if advanced education is to be open to members of all economic classes on the basis of merit. We hope the recommendation of the Royal Commission on National Development in the Arts, Letters and Sciences on this point will be implemented with as little delay as possible.

CULTURAL ACTIVITY

The contribution which the voluntary society makes to Canadian life was brought out impressively in the Massey Report. There are many fields of Canadian culture and welfare which cannot and should not become the sole responsibility of government. Diversity and freedom are served by the national association and the local group. Yet the geographic shape of Canada and the heavy cost of transportation and communication make these voluntary societies especially difficult to keep in a healthy financial state. Drama leagues and ballet groups, for instance, have every wellspring of vitality but money.

The Massey Commission singled out three areas of cultural activity in Canada in need of immediate help. Two of these, the Canadian Broadcasting Corporation and the universities, have already been given it, in a prompt move which deserves the applause of the Canadian public.

The third area of need is the voluntary society. The Massey Commission recommended "that a body be created to be known as the Canada Council for the Encouragement of the Arts, Letters, Humanities and Social Sciences to stimulate and help voluntary organizations within these fields"

This proposal seems to have run into political and administrative snags. The government hesitates to create such a body as the Canada Council without careful consideration of all implications. This is commendable enough, but in the meantime many voluntary associations are having a rough time and some of them are likely to expire from financial starvation. Interim aid at once may be the best answer.

Alcohol Addiction

By R. G. BELL, M.D.

Medical Director

Shadow Brook Health Foundation

A Paper given before the General Council Meeting of the 32nd Annual Meeting of the Health League of Canada, November 30, 1951. Printed by courtesy of the League.

IN discussing the health problem of alcohol addiction I want first to stress that I do not do so on behalf of any national health organization dealing with this specific health problem but as chairman of the Committee on Alcoholism of the Health League of Canada.

Alcohol addiction, characterized by either periodic "bouts" or chronic intoxication, is the most common and most serious of the chronic alcoholic diseases. When one uses the word alcoholic, one is naturally referring to the alcohol addict. Again, the word alcoholism, without further qualification, refers to alcohol addiction, and not to such chronic alcoholic disorders as "alcoholic" neuritis, alcoholic gastritis, and many others.

Extent of Alcohol Addiction

The extent of alcohol addiction in Canada is unknown, and anything approximating an accurate assessment of the incidence of this disease in Canada will likely be impossible for some time . . . It is probable that the incidence of alcohol addiction in Canada approximates that in the United States. Within the past month the World Health Organization released a report that United States and Sweden

were believed to have the highest incidence of alcohol addiction of all countries studied to date. Italy, on the other hand, a country in which a much larger percentage of the total population use alcohol than in either United States or Sweden, was considered to have the lowest incidence of alcohol addiction.

From a health standpoint, this report should result in some serious thinking by Canadians as to whether we should concern ourselves with drinking generally, or concentrate on the type of drinking that results in disease, and the *real* factors within the individual and our society that are responsible for a sufficiently chronic toxic indulgence in alcohol to produce disease.

Alcoholism and Other Diseases

A few years ago, the Research Council on Problems of Alcohol, a former division of the National Research Council of the United States, estimated that the incidence of alcohol addiction in that country exceeded the combined incidence of tuberculosis, cancer and poliomyelitis. The Yale Centre of Alcohol Studies estimates that approximately 4,000,000 people in U.S., or over two per cent of the population, have an alcohol prob-

lem. If this is anywhere near correct, it means that the incidence of alcohol addiction in all forms and stages is many times greater than that of tuberculosis, for example.

Even though we do not know the true situation in Canada concerning the incidence of addictive drinking, we can be assured that it is sufficiently great to constitute one of our more serious health problems.

Attitudes to Alcohol Addiction

The general as well as the clinical attitudes to alcohol addiction have changed greatly in the past five years. The general attitude has been chiefly modified by the achievements of Alcoholics Anonymous and the educational efforts of the Yale Center of Alcohol Studies. The new clinical attitudes toward addictive drinking that are beginning to be evident in a few areas are the result of many factors.

Knowledge and Treatment

The basic scientific research concerning alcohol was largely pioneered by the Department of Applied Physiology at Yale. Clinical research into more effective treatment methods has been undertaken at Bellevue Hospital, New York; Medicinalco, Copenhagen; Shadow Brook Health Foundation, Toronto; University of Texas and in many other centres.

Psychiatric techniques for dealing with the alcohol addict have improved. During this five year period, a new understanding of the function of the endocrine glands, of nutrition, body chemistry, the

mode of action of anaesthetics and of stress phenomena generally has materially contributed to the clinical knowledge required to appreciate the complex nature of alcohol addiction.

Clinics in Ontario

To date, however, very few alcoholic clinics have been established to utilize the new orientation. The most significant public programs to be established in Canada recently are both in Ontario.

The first is the Alcoholism Research Foundation, maintained by provincial funds, which operates under a special Act of Legislation of the Ontario Government to establish a program of treatment, research and education at the community level throughout Ontario. The Foundation operates an out-patients clinic at 28 Avenue Road, Toronto, and the Brookside Convalescent Hospital near Toronto at Erindale. In addition arrangements have been made at both St. Michael's Hospital and Toronto General Hospital for the use of a limited number of beds for the treatment of acute cases.

A staff of psychiatric and medical specialists, social worker, and others who have had special orientation to problem drinking, carry on the work of the clinic. The Foundation operates under the guidance of a Medical Advisory Board comprised of professors on the Faculties of Medicine of three Ontario medical colleges. In addition to clinical research as a routine phase of normal operations, there is an arrangement whereby grants

for specific research projects are available. Eventually, the Foundation plans to establish community clinics in other areas.

The second significant development of this nature within the past year in Ontario has been the establishment of a clinic and rehabilitation centre at Mimico Reformatory for alcohol addicts who have been sentenced to this reform institution for repeated breach of the Liquor Control Act.

Briefly, these are a group of alcohol addicts whose only social contacts are on "skid row" or in the reformatory. Few of them started out in this environment but the uncontrolled behaviour of addictive drinking eventually destroyed all normal social situations such as a home, job, club, church or community association.

The clinic, known as the Alex E. G. Brown Memorial Clinic in memory of the late Superintendent of the Reformatory who had helped plan the project, is operated by the Department of Reform Institutions. It is too early to assess final results, but the indications so far have exceeded our fondest hopes.

A multi-phasic treatment program, comparable to that established at Shadow Brook Health Foundation, is being used, with such modifications as become necessary in dealing with a different social group. Should this project continue to be successful, it will be the precursor to similar projects for both men and women in other reform institutions throughout Ontario.

Other Developments in Canada

Elsewhere in Canada new interest in addictive drinking is manifest. Alberta has established an Alcoholism Foundation similar to the one in Ontario, but has not yet had time to get a program started. Both British Columbia and Manitoba contemplate a comparable development.

British Columbia has pioneered in Canada in establishing an educational approach to problem drinking through the schools. A few years ago a group in Montreal obtained a Dominion Charter under the name of the National Committee for Education on Alcohol. This development came about because of the inspiration of Dr. Gordon, a clergyman. It should be mentioned that this committee is in no way connected with the National Committee for Education on Alcohol in the United States which grew out of the work at Yale University. To date, the committee has been unable to reach its objective of a Canadian educational program, but it has pioneered in the establishment of a small clinic in Montreal.

Within the past year Montreal conducted a survey into the possible extent of addictive drinking in that area under the joint sponsorship of the Montreal social service agencies. This survey has provoked so much new interest that new developments in treatment and education will undoubtedly follow. The Government of Nova Scotia has appointed a Director of Temperance Education.

Requirements for Future Progress

This brief review indicates that a great change in attitude to addictive drinking has taken place in Canada within the past two or three years. Before any significant improvement in treatment facilities can become a reality, however, special clinical post-graduate training for physicians, nurses, psychologists, social workers and others will be required.

It now becomes evident that the treatment of addictions generally will require specialist team-work. Neither psychiatry or medicine alone can deal with the problem,

which is sufficient evidence that clinics, rather than individual physicians, will play the biggest role in the treatment and rehabilitation of the alcohol addict.

I am personally convinced that the most practical and effective education concerning alcohol and the diseases associated with its toxic effects will develop from within such a framework as the Health League of Canada, where alcohol addiction can be considered like any other disease, and wherein its inter-relationships with other disease can be brought to the attention of Canadians in an intelligible fashion.

What the Council is Doing

Most people who work with the Council are familiar with one particular Division, or perhaps with one committee, but perhaps only a handful of people know the whole range of the Council's activities. To indicate this range, here is a list of active **committees**, a list which, as far as we know, has never been published before:

Committees of the Council as a whole:

Board of Governors, Finance Committee, Building Committee, Executive Committee, Nominating Committee.

Committee to Study the Provision and Financing of Health Services. Welfare and Defence Committee, with sub-committees on Recreation for the Armed Forces and Welfare Needs of the Armed Forces and their Dependents.

Committee on Personnel.

Public Information Committee.

Publications Committee.

Committee on Function and Organization.

Canadian Welfare Editorial Board.

French Commission.

Committees of the Public Welfare Division:

National Executive Committee.

Committees on Public Assistance, Unemployment Insurance, Needs of the Aged, Personnel, and To Study the Question of the Abolition of Residence Requirements.

Joint Committee on Residence Requirements Affecting Unmarried Mothers (with the Child Welfare Division).

Committees of the Child Welfare Division:

National Executive Committee.

Committees on Adoption, Child Protection, and Statistics.

Joint Committee on Residence Requirements Affecting Unmarried Mothers (with the Public Welfare Division).

Committees of the Community Chests and Councils Division:

National Executive Committee.

Councils Section.

Committees on Labour Participation, Company Contributions, Sales Tax Exemption, Multiple Appeals.

Public Relations Committee, with sub-committees on Radio, Film, Canvasser Training, Display, National Magazines and Periodicals.

Committees of the Delinquency and Crime Division:

National Executive Committee.

Committees on the Family Court and Revision of the Criminal Code.

Committees of the Family Welfare Division:

National Executive Committee.

Committees on Recording, the Role of the Board of Directors in the Social Agency of Today, Practices in Relief Giving, Functions of a Family Agency.

That's 46 committees, each of which holds more or less regular meetings. What would the Council do without its volunteers? • • •

Marion Murphy, associate secretary of the Child Welfare Division, led an institute on child protection, at Shelburne, Nova Scotia, during May, for the Nova Scotia Association of Children's Aid Societies. David Crawley and Elizabeth Govan of the staff took part in the recent Ontario Recreation Association Conference which was held in Ottawa. Mrs. Percy Weiss, a member of our secretarial staff and very active in community affairs, helped plan the conference. Dr. Govan leaves for a UN job in Baghdad in September; she will help start a social work training program. The Community Chests and Councils Division has just completed a brief study of employee welfare funds in industry. Miss Jean McTaggart, Hamilton, is chairman of the Delinquency and Crime Division Committee on the Family Court which met for the first time last month. The committee will prepare material to help communities desiring to set up a court. Much praise for the Warner Bros. film ROOM FOR ONE MORE has been heard around the office. It's about foster care and worth seeing.

MORE COUNCIL STAFF



Last December we printed a picture of the executive staff of the Canadian Welfare Council—here we introduce the other half of the group that works for you in Council House from 8.30 to 5.00. After their names we give their positions or the section of the Council in which they serve.

Back row, left to right: Anu Bannerjee, student doing special work for the public welfare division; Joyce King, secretary to Miss Touzel; Eugénie Quinn, receptionist; Jeanne Lefebvre, secretary to Mr. Davis; Ruth Campbell, clerical section.

Middle row: Arlene Bone, clerical section; Ethel Lawledge, chests and councils division; Elsie Wakely, clerical section; Audrey McNab, accounting department; Hilda Davy, public welfare and delinquency and crime divisions.

Front row: Evelyn Dixon, child and family welfare divisions; Paulette de Repentigny, French-speaking services; Ann Roger, library and CANADIAN WELFARE.

Absent: Gwen Weiss, recreation division and Canadian Conference on Social Work; Jean Keith, mimeographing section.

A Proposed International Convention on Social Security

By JOSEPH W. WILLARD

This is the first of two articles. The second will discuss the outcome of the Thirty-fifth Session of the International Labour Organization at which the proposed convention will be up for final discussion.

ONE of the major items on the agenda of the 34th session of the International Labour Conference held in Geneva in June 1951 was the discussion of an international instrument on social security.

These discussions will continue at the 35th session in June of this year and the outcome will be of concern to the 65 countries which are members of the International Labour Organization and which are represented at these conferences by delegates from management, labour and government.

International instruments of the International Labour Organization take the form of either Conventions or Recommendations. Briefly, a Convention sets out certain specific standards which must be met before a country may ratify it; once a Convention is ratified, the country is expected to live up to the international obligation thus undertaken.

A Recommendation, on the other hand, merely makes available in the form of an international document the considered views and advice of the International Labour Organization concerning the topic discussed.

For several decades now, labour and management organizations and governments in different countries

have looked to the international Recommendations and Conventions of the International Labour Organization as a guide in considering the desirability of new or of the amendment of existing labour and social legislation to improve the working conditions and economic security of the workers and their families.

During its seventh, tenth and seventeenth sessions, held in 1925, 1927 and 1933, the International Labour Conference adopted a series of Conventions and Recommendations dealing with the insurance of workers in industry and agriculture against the risks of sickness, old age, death and unemployment, and the compensation for employment injury and occupational diseases.

These international instruments were based on principles of social insurance of that period, and the standards established in these various fields of social insurance could be regarded as granting workers more effective protection against different social risks and hazards.

At its twenty-sixth session in Philadelphia in 1944, the International Labour Conference adopted two Recommendations—one on income security and the other on medical care—in order to give ex-

pression to the new concept which was emerging at that time, "social security".

The development of this broader concept of social security was, in part, a recognition of the fact that some income maintenance programs and certain social services, covering universal risks, might be more effectively designed to meet social needs on a universal coverage basis for the particular contingency, that programs had developed which were neither social assistance nor social insurance in the orthodox sense, that there was a need and desire in many countries to integrate various income maintenance and certain health and welfare services into a comprehensive system.

In the light of these developments, the existing Conventions and Recommendations of the International Labour Organization appeared to be, in many respects, neither adequate nor realistic. The Recommendations passed at the twenty-sixth session in 1944 in many respects pointed in the direction of a new concept but in others they remained rooted in the traditional approach.

The proposal before the thirty-fourth session in 1951 suggested a new international instrument on social security to cover all types of income security and the field of public medical care, setting up two standards, a minimum and an advanced, for national legislation. The International Labour Office submitted for consideration a report entitled "Objectives and Minimum and Advanced Standards of Social Security" containing draft conclu-

sions based on replies to a questionnaire which has been circulated to Member States.

The text of the proposal instrument was studied in detail at the Conference by a Committee on Social Security* consisting of 80 members—40 from Governments, 20 representing the employers and 20 representing the employees. The Committee held 17 meetings, in the course of which more than 170 amendments were considered, and in addition there were numerous separate meetings of each of the three groups.

The scope and, at some points, the complexity of the proposals combined with widely divergent views on a variety of issues made for slow progress. While there was insufficient time to consider the proposals for the advanced standard of social security, the Committee did, however, complete first consideration of the proposed minimum standard.

The report of the Committee on Social Security, reflecting the major decisions as well as some of the disagreements with regard to the proposals, was placed before the plenary session of the Conference for consideration on June 28, 1951. The Conference adopted, by a vote of 122 to 23, the general conclusions of the report; and by 127 votes to 23 it passed a resolution to place on

*The Canadian representatives on the Social Security Committee were C. L. Murchison, Commissioner, Unemployment Insurance Commission, and Joseph W. Willard, Director, Research Division, Department of National Health and Welfare, for the Government; J. H. Brace, Vice-president of the Bell Telephone Company of Canada, for the employers; and F. X. Legare, Vice-president, Canadian and Catholic Confederation of Labour, for the workers.

the agenda of the 1952 session of the Conference the question of minimum standards of social security, with a view to a final discussion of an International Convention on the subject. It has also been decided to place on the 1952 agenda for first discussion the question of objectives and advanced standards of social security.

The Provisions of the Proposed Convention

The provisions of the proposed Convention on minimum standards try to take account of the trend towards an integrated and comprehensive system covering the several branches of social security and at the same time to provide sufficient flexibility to permit ratification by countries which introduce social security branch by branch.

The following nine branches of social security are covered; (a) medical benefits; (b) sickness allowances; (c) unemployment allowances; (d) old age pensions; (e) medical benefits, sickness allowances, invalidity pensions and survivors' pensions in case of employment injury; (f) family allowances; (g) medical benefits in case of maternity allowances; (h) invalidity pensions; and (i) survivors' pensions.

For each of these nine branches, minimum standards are set out in respect of persons protected, conditions for right of benefit, content or rate of benefits and duration of benefits; and, in addition, standards common to all branches concerning right of appeal, financial resources and administration are prescribed.

It is proposed that a Member State could ratify the Convention by compliance with the requirements of at least three of the nine branches, two of which must be among branches (a) to (f). A member ratifying the Convention may subsequently notify the Director-General of the International Labour Office that it undertakes to comply with the Convention in regard to an additional branch or additional branches not specified in its ratification. Under these circumstances the new branch would thus become part of its ratification.

Persons Protected

The provisions of the proposed Convention set alternative standards in respect of the range of persons to be protected by the different branches of social security, in order to take account of the existence of two distinct policies in national legislation, the one tending to protect the entire population (in some cases subject to a means test), and the other designed to limit protection to the gainfully occupied population, and primarily the employees, and in some cases also their dependants.

Where appropriate to the branch concerned, the minimum standard would be met by a country covering the gainfully occupied population to the extent of 20 per cent of the population, or covering all residents subject to a means test. This rule applies to schemes covering sickness, old age, invalidity and death of breadwinner.

For programs providing unemployment allowances and employ-

Joseph W. Willard, author of this article, received his post-graduate training in government and economics at Toronto and Harvard Universities. He has been assistant to the Executive Director of the Unemployment Insurance Commission and assistant editor of the Labour Gazette, administrative officer in the Royal Canadian Army Medical Corps and executive secretary of the Canadian Medical Procurement and Assignment Board. At present he is director of the Research Division, Department of National Health and Welfare. In June 1951 he attended the 34th International Labour Conference in Geneva as government adviser on social security, and in June 1952 will attend the 35th Conference as technical adviser to the federal government.



ment injury benefits, the rule is modified to take account of the fact that where these schemes are limited to employees, the percentage of persons to be protected under the minimum standard for these two branches is at least half of the total number of employees. For less developed countries, the minimum standard of coverage could be fixed temporarily in relation to the total number of employees in industrial work places employing at least 20 persons.

The proposed convention also contains definitions of the contingencies to be covered by each branch. For example, in the case of medical benefits, a member wishing to ratify this branch would have to provide certain medical care services for any morbid condition, whatever its causes, for the covered person, his wife and children, as well as maternity services including

pre-natal, confinement and post-natal-care.

In the case of family allowances, it would be necessary to provide these benefits for two or more dependent children until they reach school-leaving age.

The contingency to be covered under old age pensions is an age of 65 years or over and retirement, but in order to take account of the wide variations in the age distribution of the populations of different countries and the consequent variations in the cost of old age pension schemes, a higher age than 65 years is permitted provided that it is an age such that the number of persons having attained that age would not be less than 10 per cent of the number of persons under that age but over 15 years.

Qualifying Conditions

The qualifying condition for medical benefits, sickness allow-

ances, unemployment benefits and maternity benefits is a period of contribution, employment or residence sufficiently long to reduce the possibility of abuse, while for employment injury benefits the requirement is employment at time of injury.

In the case of old age pensions, the minimum standard proposed is 30 years of contributions or 20 years of residence; for invalidity pensions it is five years of contributions or employment or ten years of residence; and for survivors' pensions it is five years of residence, contributions or employment, with additional requirements for a widow without children. The provision proposed for family allowances is three months of contribution or employment or one year of residence.

Amounts of Benefits

The proposed Convention sets out minimum rates for a standard beneficiary (e.g., a man having a wife and two dependent children) under the various cash benefit programs. A common measure for the several cash benefits has been devised by taking the benefit plus any additional means to be considered as a percentage of the average wage of a typical unskilled worker in the industry employing the largest number of persons in the country.

The percentages specified in the document include 40 per cent for sickness, unemployment and maternity allowances and for temporary incapacity allowances in case of employment injury, and 30 per cent for old age, invalidity and

survivors' pensions or allowances. The minimum rate of family allowances for the second dependent child and subsequent children is fixed at five per cent of the earnings of a typical unskilled worker, account being taken of the value of benefits in kind.

The proposed instrument also contains minimum standards for the content of the medical care services to be provided. These services should be both preventive and curative; the benefits include general practitioner care, specialist care at hospitals, hospitalization, and essential drugs, while in the case of maternity services the benefits cover pre-natal, confinement and post-natal care.

Duration of Benefits

Old age, invalidity and survivors' pensions or allowances, medical benefits in case of employment injury or maternity, and family allowances are to be guaranteed throughout the duration of the contingency. The proposed Convention also sets out the maximum waiting period which may be required and the limitations which may be set for the payment of medical benefits (other than those for employment injury and maternity), sickness, maternity and unemployment allowances under the various branches in line with current practice and provisions of existing International Labour Organization Conventions on social insurance.

Temporary Exceptions

Provision has been made to allow a Member State whose economy

and medical facilities are insufficiently developed to avail itself of temporary exceptions from the minimum standard in respect of the range of persons protected, the medical benefits provided in case of employment injury and the permissive limitation of medical benefits and sickness allowances. The Member would, however, be required to report annually on the progress made towards compliance with the minimum standard.

Federal States

A special section has been included for Federal States to deal with the situation where the branches are under the jurisdiction of their constituent units. It provides essentially that a Federal State could accept the obligations of the proposed Convention, not only in respect of branches covered by its own legislation, but also, under certain conditions, in respect of branches competence for which lies wholly or partly with its constituent units.

Since, in the latter case, it is difficult for a Federal State to ensure that every one of its constituent units will continue to achieve full compliance, it is proposed that it would be sufficient for the Federal State to satisfy itself that the conditions are complied with at the time of ratification and to report annually on the matter.

Financial Provisions, Right of Appeal, Administration

The financial liability of the various branches of social security are dealt with in general terms. It

is proposed that the cost should be borne collectively by way of contributions, or by taxation, or by both, in a manner that will avoid hardship for persons in the low income category.

Under compulsory insurance schemes covering employees only, the aggregate contributions of the insured persons are limited to half the expected costs of the benefits and the administration of the scheme; and, under voluntary insurance schemes, the aggregate contributions of the insured persons are limited to three-quarters of these costs.

Further, a ratifying Government has to accept general responsibility for the solvency of the system, including any voluntary plans. Under the medical care provision, the insured person may be required to pay up to one-third of the cost in his individual case, provided that this payment does not involve hardship. This cost-sharing procedure is designed to cut down abuse.

The instrument contains an obligation to guarantee a right of appeal in case of refusal of benefit or complaint as to its quality or quantity. While the instrument takes into account various methods of administration, it requires assumption of general responsibility for the proper operation of the scheme by the ratifying State.

Views of Workers' Members

The Workers' Members in the Social Security Committee were in full sympathy with the construction of this new instrument. They considered that it followed a

dynamic rather than a static approach to social security problems, and would serve as a sound basis for promoting social security and encouraging countries to develop their national systems of social security. For this very reason the workers' group welcomed the differentiation between a minimum and an advanced standard, and the inclusion of all the branches of social security in one international regulation.

Views of Employers' Members

The Employers' Members stressed four essential points during discussions in the Committee. They considered that the Conference would be exceeding its competence in adopting provisions concerning the entire populations or all residents and that it should confine itself to employees; in particular, the composition of the delegation rendered them absolutely incompetent to deal with problems other than those relating to the workers of their countries. Furthermore, they contended that these general problems for the whole country lay within the competence of other international organizations (specialized agencies of the United Nations).

This group considered that a system of ratification allowing each State to choose such and such branches of social security, and, in addition, even to choose between a minimum and an advanced standard, would be incompatible with the principle of specific and comparable obligations (if necessary, with the relevant exceptions pro-

vided by the constitution) which international labour legislation implied. Consequently, they proposed that the efforts of the Conference should be directed towards the conclusion of separate Conventions for each branch of social security, which could be ratified by a number of States, supplemented, if necessary, by a general Recommendation covering the whole problem.

They also contended that coverage under voluntary insurance systems regulated by the State, but not necessarily subsidized by the State, and which are not included in the instrument should be considered as qualifying coverage.

General Position of the Canadian Government

The Canadian Government had some reservation about the proposed approach for the establishment of minimum and advanced standards in an international instrument. In view of the wide range of social and economic circumstances in various countries, it was questioned whether the establishment of such standards would be the most useful means of dealing with the matter. There is difficulty that the minimum standards may be set so high that they are not too realistic for underdeveloped countries. Even in advanced countries it may prove difficult to obtain a uniform minimum standard in some fields of social security because of widely varying conditions within each country.

Another approach to this problem, it was suggested, might be to work out social security objectives

in terms of stages and priorities consistent with the development of the country and the peculiar needs of its people. This would not limit consideration to minimum and maximum standards.

These stages and priorities might serve as guide-posts for both poorly developed and highly developed countries as they direct their efforts towards improving their social security legislation. Such an approach might be more useful in guiding the countries towards a more logical development of their social security programs. It would encourage the optimum use of resources expended on social security measures at any given stage of development. In this way individual countries might be assisted in

attaining a sounder over-all social security program.

The International Labour Office would under this alternative approach be in a position to advise individual countries on the logical steps they might take as their social and economic conditions permit. It would not involve setting forth objectives which might be regarded by many countries as highly arbitrary under their particular circumstances.

These proposals will receive final consideration at the 35th session of the International Labour Organization at Geneva this summer. A great deal of interest is centered in the outcome of these discussions, which will probably lead to the first international convention covering the whole field of social security.

Coming Events of Interest to Council Members

June 20. Biennial meeting of the Canadian Association of Social Workers. Chateau Frontenac, Quebec City.

June 19 to 21. Annual Meeting of the Cooperative Health Federation of America. Royal York Hotel, Toronto.

August 9 to 16. Couchiching Conference. A joint project of the Canadian Institute on Public Affairs and the Canadian Broadcasting Corporation. Theme, "The Defence of Values—the Value of Defence". Geneva Park, Lake Couchiching, Ontario. Information from the Secretary, Canadian Institute on Public Affairs, 273 Bloor Street West, Toronto.

August 15 to 25. Tenth Annual School of Community Programs, "Camp Laquemac". Lac Chapleau, Quebec. Information from H. R. C. Avison, Adult Education Service (McGill University), Macdonald College, Quebec.

November 13 to 15. Biennial meeting of the Family Service Association of America. Buffalo, New York.

December 5 to 12. International Study Conference of the International Union for Child Welfare. Bombay, India. Information from International Conference of Social Work, 22 West Gay Street, Columbus 15, Ohio.

December 14 to 19. Sixth International Conference of Social Work. Madras, India. Theme, "The Role of Social Service in Raising the Standard of Living". Information from Miss Mary Clarke, 186 Beverley Street, Toronto.



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ABOUT



PEOPLE

Daniel Coughlan, formerly of the Family Court, Guelph, Ontario, has been appointed Director of Probation Services in the Attorney General's Department, Province of Ontario. This is a new post, and Mr. Coughlan is charged with the responsibility of improving and expanding probation services in Ontario.

Brigadier James Curry Jefferson, C.B.E., D.S.O. and Bar, E.D., of Edmonton, an executive of Northwestern Utilities, Ltd. and acting director of civil defence for Edmon-

ton, has been loaned by his company as deputy civil defence coordinator and director of operations and training under F. F. Worthington, federal civil defence coordinator. Since November 1, 1950, Mr. Jefferson has been responsible for developing Edmonton's civil defence program.

Frank Foulds, director of citizenship in the Department of Citizenship and Immigration, died on April 23 after a long illness. He had been director of his division since 1944.

Carl Reinke, for the past three years chairman of the Community

Chests and Councils Division of the Canadian Welfare Council, has succeeded Mrs. Andrew Fleming, M.B.E., as president of the Montreal Council of Social Agencies.

John A. Macdonald, chief of the health services section in the research division of the Department of National Health and Welfare, has joined the International Economic and Technical Cooperations Division of the Department of Trade and Commerce as chief of the technical co-operation service.

Moses McKay joined the staff of the Toronto Community Chest on May 1 as labor staff representative of the Toronto and Lakeshore Labor Council (CCL-CIO). This is a further development of the labor participation program of the Chest and Council.

Estelle Cuffe of St. Catharines was elected president of the Ontario Recreation Association and **Barry Stewart** of Ottawa president of the youth division, at the Annual meeting held in Ottawa early in May.

Miss Frances Pearl, Secretary of the Health Division of the Welfare Council of Toronto for the past two and a half years, has accepted the position of Executive Secretary, National Council of Jewish Women.

Mr. B. T. McLaughlin has resigned from the public relations staff of the Community Chest of Greater Toronto to join the campaign publicity staff of the firm of Ketchum Inc., Pittsburgh, Pa.

At the annual meeting of the Community Welfare Council of Ontario held on April 30 in Toronto, it was announced that **Mr. John N. Blow** had resigned as executive secretary

of the Council to accept a position in the area of public relations and sales promotion with the leading distributor of Vit-ra-tox Products in the State of Pennsylvania. He will be located at 1803 West State Street, Newcastle, Pa. Mr. Blow plans to return eventually to the welfare field.

Mr. Robert A. Willson is the new president of the Community Welfare Council of Ontario, succeeding Professor W. A. Riddell. Mr. Willson is in charge of Personnel and Industrial Relations at the Studebaker Corporation of Canada in Hamilton, and he is vice-president of the Hamilton Council of Community Services.

Elizabeth Torrey has resigned her position as general secretary of the Halifax Welfare Bureau which she has filled for the past five years. She is planning to leave Halifax in September for further study in social work. For the past two years she has been president of the N.S. (Mainland) Branch of the Canadian Association of Social Workers.

E. Jean Lambert has resigned from the staff of the K-W Family Service Bureau and has accepted a public relations appointment with the London Community Chest and Planning Council.

Miss Georgina Harper, director of the Senior Citizens Club in Hamilton, has been awarded a fellowship of \$1,500 for study in gerontology by the Eastern Canada Region of the American Federation of Soroptimist Clubs. The study is for a period of six months or longer, and Miss Harper is planning a program of short courses at outstanding centres of education in gerontology and a study of old age clinics, recreation centres and homes for the aged.

MARGARET McWILLIAMS

By CARLYLE ALLISON
Editor, The Winnipeg Tribune

EXPRESSIONS of sympathy are still coming in from the earth's remote corners to the Honourable R. F. McWilliams, Q.C., Lieutenant-Governor of Manitoba, on the death of his wife, Margaret, one of Canada's outstanding women, who died suddenly at Government House on April 12.

Mrs. McWilliams was certainly the best known woman in Western Canada, if not in the entire country, and she had built up a great reputation for herself long before she became chatelaine of Government House eleven years ago. There seemed to be no end to her activities from community to international level and the people of Manitoba could scarcely be blamed for having never contemplated the provincial scene without her active presence.

She, more than any other woman in Western Canada at least, had been a leader of women, constantly urging them to take a greater place in the affairs of the country. She played a great role, too, in helping women to be better informed through the current events classes she conducted for many years. She had been trained as a digger of facts, as a newspaper reporter, and she had fortified her opinions by great experience as a world traveller.

Mrs. McWilliams made an im-



portant contribution to Canadian life as a speaker, an author, a leader of women, a patron of the arts and all things cultural, and in her many offices for Dominion, province and city.

Margaret McWilliams was active in the work of the Canadian Welfare Council from the depression days when, as an alderman in the city of Winnipeg, she was concerned about problems of relief and unemployment. Later she was a member of its Board of Governors, then a vice-president and finally an honorary vice-president. Within a few days of her death she attended a meeting of regional advisers and took part in the discussion with keen interest.

HAPPY HOMES

By THE REVEREND ANDRE GUAY, O.M.I.

Director of the Catholic Centre, University of Ottawa

THE Happy Homes Movement (Foyers Heureux), initiated some eight years ago by the University of Ottawa acting in cooperation with the Young Christian Workers, has met and is constantly meeting with success not only in Canada but in the United States and in various other countries of the world.

The Happy Homes Movement was first devised as a Course of Preparation for Marriage. So much toil and money have to be spent on home re-adjustment and helping juvenile delinquents that the University thought it high time for social workers to *prevent* these domestic problems as much as humanly possible. It is better to prepare our young people for their future task than to let them get into hopeless, almost inextricable, predicaments.

The Marriage Preparation Course thus initiated eight years ago now exists along similar lines in the United States, Belgium, and Germany; other countries are preparing their own translations and adaptations of the course, following agreements with the University of Ottawa.

Up to now, more than 70,000 young people have been prepared for marriage by this course. But this is only the first step. So many requests have come to the University from people already married,

that another course, available by oral lessons or by correspondence, has been prepared under the name: *Fundamentals of Marriage*. This course also exists in the French language and is called *Mariage et Bonheur*.

As a necessary sequel to its efforts, the University of Ottawa has deemed it a duty also to keep in contact with the homes it has helped to establish and with the homes which it has assisted through the Course of Fundamentals of Marriage. This has led to the publication of a monthly bulletin (as yet only in French) which is sent regularly to all these homes. It helps keep bright among these couples the ideal of a Christian home which was theirs on the day of their wedding. The progressive development of this monthly bulletin will include advice, information, guidance, the answers to personal problems, and the provision of actual examples of other homes striving, along with theirs, to make their married life a joyous success.

The English version of this bulletin is scheduled to start in September 1952. Other courses in Home Economics and Child Education are in preparation, to supply the great demand for them. This is just the beginning of extensive plans along these lines.

Social Work Education at the Cross-Roads

Here two writers present some of the problems facing the community today in making sure that there are facilities for the training of social workers and that the training fully meets the requirements of the situation. Professors Morgan and Jaffary of the School of Social Work in the University of Toronto are two Canadians who have been particularly active in the discussions on professional training which have been going on in the American Association of Schools of Social Work, of which six Canadian schools are members.

We should like to have comments from other Canadians: there are probably sharp differences of opinion about what social agencies should expect of graduates of schools of social work; about whether educational methods, especially in field work, are effective in proportion to the time and money spent on them; and there must be questions that are not even raised here and which should be raised. If you have strong views on social work education, please share them with our readers by writing us a letter for publication.

New Days — New Ways

By JOHN S. MORGAN

*Member of the Curriculum Committee of the American Association
of Schools of Social Work*

SOCIAL Work education is in a ferment. *Social Work Education in the United States*, the so-called "Hollis Report", reviewed in the May issue of CANADIAN WELFARE, is a symptom, not a cause of the searching examination which some social work educators are now making of their programs of instruction.¹ There are many other symptoms which deserve particularly close study if this ferment is to result in progress and not to go sour in refusal to face the fact that times have changed and that preparation for a profession must be preparation for the future and not for the past.

¹Other studies which should be read in conjunction with the Hollis Report should include the report of the Survey conducted for the United Nations entitled *Training for Social Work: An International Survey* and Eileen Younghusband's *Social Work in Britain*.

It is not difficult to identify the main causes of this ferment. Experience, through the first half of the twentieth century, has compelled modern industrial nations to provide services to people, commonly called "The Welfare Services" or "The Social Services", that meet some of the major common human needs for which the resources of individuals in need are quite inadequate. This inadequacy is due, not to the deterioration of the human beings affected, but on the one hand to the great advances in knowledge and skill made in this century, and on the other hand to the enormous complexity of social organization in a modern industrial civilization.

Alongside the growth of these services has come the growth of a

profession whose primary task is to ensure that the needs of people are reflected in social policies, and that the social services are made available to people at a time and in a way which helps them to live adequately in the societies of which they are members. In the nineteenth and early twentieth century many of the most effective social services were provided by private agencies. Today, so great is the recognized area of needs, the bulk of the social services are provided from public funds.

The Inherited Emphasis

The development of the profession of social work, however, has not been parallel to the change and growth of the social services, and education for social work has tended to reflect the contemporary position of the profession rather than the needs of the social services. The "Hollis Report" puts this point very neatly when it says "But because schools of social work have tended to be local institutions associated with voluntary case work agencies, and because the initial body of professional knowledge developed from case work, faculties have tended to be drawn primarily from this predominant area of practice. Quite naturally, they have tended to perpetuate the emphasis on therapeutically oriented services to individuals, which was the major area of distinctive social work practice till the middle thirties and which continues to be the chief source of job opportunities."

New Demands

It is this situation that has provoked two of the new demands now made upon social work educators. The first is to prepare students "not only for traditional functions, but for broadened social work functions in the social insurances, vocational rehabilitation, public schools, public health, international organizations, recreational agencies, labour unions, business corporations, and correctional agencies".

The second demand is that social work education should concentrate on the "production of leaders". This latter demand arises partly from the fact that schools of social work can only provide education for a limited number (variously estimated at from 10 to 20 per cent) of the people needed to staff the social services; and from the fact that social work education is so expensive to the student, to the agencies, and to the universities that it is impracticable to require all the practitioners to be graduates of professional schools.

Education for Adaptability

The main argument, however, advanced for both of these demands is on grounds not of practicability, nor of the needs of the field for staff, nor on the financial implications, but is based on the concept of *education* as something more universal in purpose and application than *training*. In a negative sense this view is stated by Katherine Kendall, Executive Secretary of the American Association of Schools of Social Work in an address at Toronto:

"Too many of our trained social workers still emerge from our schools as master technicians, who, throughout their professional careers, operate within a socio-economic system that they know relatively little about".

Eileen Younghusband says "The function of a university in relation to social work training is so actively to foster an educational process in individual students that it will continue to grow and to disturb them throughout their future career That the answer to a question always contains a further question. And that there are no closed doors and no finality".

Charlotte Towle has set out five objectives of professional education:²

1. To develop in students the capacity to think critically and analytically and to synthesize and generalize
2. In imparting essential knowledge for use in a profession to develop feelings and attitudes that will make it possible for the student to think and act appropriately
3. To develop a capacity for establishing and sustaining purposeful working relationships.
4. Helping prospective practitioners to develop social consciousness and social conscience.
5. To orient students to the place of their profession in the society in which it operates.

²Charlotte Towle. "The General Objectives of Professional Education" in *The Social Service Review*, Vol. XXV. No. 4. December, 1951.

School and Agency Responsibilities

Over against this growing concern for education as distinct from training, the social work educator is being urged by practising agencies, faced with the clamant needs of clients, to produce more graduates and workers better equipped to go on the job and operate in particular settings without further training. They can do so no longer. The schools must respond to the challenge to educate for a profession with many practical outlets and many grades of competence. The agencies must accept their rightful responsibility for adequate staff development policies that will enable the incoming worker to convert his skills, understanding and knowledge into specific uses within the agency and with the agency's clients; and which will give sufficient opportunities and incentives to all staff members to continue to learn and to grow. Unless agencies do this they are probably wasting whatever potential the schools may have developed in the graduate before he became a worker.

Unique Characteristics of Social Work Education

There is no suggestion in the current discussion that social work education should abandon its unique characteristics. Gordon Hamilton, discussing some implications of the "Hollis Report", says:

"But in building a stronger base and in moving out into a wider range of responsibilities, social work must not lose its most pre-

cious insights gained from disciplined and controlled methods of helping human beings." She then quotes with approval a significant passage from the Report which makes it quite clear that Hollis and his colleagues never thought otherwise.

If the purpose and content of contemporary social work education are thus challenged—not as dispensable but as capable of expansion—so also are some of its methods. Of these the most thought-provoking questions are being asked about field-work. Social work educators will unhesitatingly echo Gordon Hamilton's statement that "Social Work cannot be taught properly without a comprehensive system of field instruction—preparation for treating human beings requires intimate and controlled experience under the wisest of supervisors. Only thus can the learner involve himself and identify and incorporate concepts and methods as an integral part of his own practice".

Cost of Field Work

None the less it would be a policy of unwisdom to brush off the discussion in the Hollis Report on field work as an educational method. Is it true, as the Report suggests, that there is a deep-lying

difference between the purpose and philosophies of class room and supervised field work programs? It is certainly true that field work is one of the most expensive items in the budget of a school of social work, in the faculty time it consumes, and in the student time it absorbs: these expenditures of time, man power and money must be justified on educational grounds. Social work educators must certainly take very seriously the flat assertion that present practice in field instruction is not "educationally sound or administratively economical for use with beginning professional students". The questions have been asked and it is for the educators to search for the answers.

In so short a space it is impossible to avoid distortion of so large a subject. Responsible members among the staffs of agencies, the professional membership and the educators in social work must tackle the documents themselves and identify the questions that are rising from the ferment of thinking and writing of which this article is a brief reflection. The ferment is a good thing if it leads to the choice of the right way into the future from the crossroads we have now reached.

Implications for Canada

By **STUART K. JAFFARY**

Member of the Board of the American Association of Schools of Social Work

IT WAS apparent early in the study made for the Council on Social Work Education (an interim committee) that the base

for social work education in America was too small for sound advancement in the profession. The American Association of Schools of

Social Work embraced the graduate schools only; it had loose and often precarious relationships with the universities, the professional membership bodies and the employers of school graduates, whether these were government departments or private agencies. These groups themselves realized that a broader and sounder base was necessary.

The proposal for the formation of a permanent Council on Social Work Education has been under review and development for the past several years, and successive drafts of it have been worked over by the Association of Schools, the various membership bodies, the American Public Welfare Association and the National Social Welfare Assembly.

In January of this year the critical step of forming the new Council was taken at a Constitutional Convention held in New York City. Delegates assembled from ten constituent bodies, and in an impressive one-day session ratified the constitution and by-laws of the new Council. Nominations for its governing bodies were made in May at the National Conference of Social Work in Chicago. Officers were appointed, and the Council will commence operations on July 1.

The Position in Canada

Does the Council embrace Canadian interests? Only in part. Membership of Canadian schools of social work in it will continue, with the advantage of accreditation and consultation service. There is no direct representation of the

Canadian Association of Social Workers or of the Canadian Welfare Council. Action in Canada must therefore come from some Canadian body.

What body? Two possible bodies exist, the Canadian Committee of Schools of Social Work, and the National Personnel Committee. The latter is now a Committee of the Canadian Welfare Council, but has representation from the schools and from the CASW. The Personnel Committee has done steady, effective work, in working for the former Dominion grant to the schools of social work; in initiating the Study of Welfare Positions in Canada now well under way in the Department of National Health and Welfare; in the preparation of pamphlets on staff development; and in aiding interpretation and recruiting. Its work is made possible by secretarial service from the Canadian Welfare Council.

The Canadian Committee of Schools of Social Work has had almost a skeleton existence. Created originally to clear problems common to the Canadian schools, its main (almost its whole) effort has been towards securing grants from the Dominion Government for the schools, first in the amount of \$50,000, later \$100,000, annually. The termination of these grants this year creates a crisis in the financing of the schools, of which more will be said below.

A Canadian Council

There is urgent need for a strong instrument for the advancement of social work education in Canada.

It cannot be merely a copy of the Council on Social Work Education in the United States. The two scenes are different, and ours in Canada is in many ways both simpler and more advanced—more advanced because of the recognition and aid already extended to social work education by the Dominion Government.

In structure the organization will have to embrace the essential triangle of schools, profession of social work, and 'consumers'. It will have to draw informed and strong support from the Canadian universities, locally and nationally. An effective incorporation of public interest and support is also necessary. It is the task of the groups meeting in Quebec in June to devise a plan, at least, which will take all these factors into account. A broad view and wise and bold planning are requirements for the success of any body that may be organized to advance social work education.

Indifference or delay will be critical because the situation, both financial and educational, is already critical. Earlier recognition of the developing crisis was clouded by the "easy days" of DVA recruiting and financing. The recent startling announcement of the impending closing of the University of Manitoba School of Social Work is a warning. (This is being written as the fate of this School still hangs in the balance.)

The Financial Problem

Special grants to the Canadian schools of social work have been discontinued: the Dominion Gov-

ernment has now made direct grants of some \$7,000,000 direct to the universities of Canada. Each school now has to deal directly with its own university for its share in the grant to that university.

So the financial crisis first becomes local. Every university is hard pressed because of falling enrolments and higher operating costs. Schools of social work, with high costs of instruction and, as yet, weak roots and weak recognition, have to compete with the numerous faculties and professional schools of our universities, most of which are older and more strongly established.

Certain needs are clear. Locally each school has to muster all its fighting strength, including its alumni, advisory boards and friends, to even hold its position, let alone advance it. Nationally a deputation from the Committee of Schools of Social Work has met with the Canadian Conference of Universities to interpret its position and to work out a recognized and sound position for the future, especially with relation to the present Dominion grants and to additional grants expected shortly for bursaries.

Education and the Canadian Community

In the effort to advance the cause of social work education, the time is ripe for interpretation of our social services on a much broader basis than has hitherto been used. Welfare services are now an integral and basic part of our national life: they are clearly essential to family and community welfare. Less appreciated is their

strategic importance in the very existence of our economic and political fabric.

Undergraduate instruction has been slow to recognize and to incorporate the changes in our social and economic life into its courses, alike in the social sciences and the humanities. The current Canadian scene can only be interpreted accurately (and vividly!) when we recognize the extent of the industrial revolution in Canada and its strong bearing on the character of our life today. The changes in the past 30 years have been rapid and pervasive; those of the next 30 years will be all-embracing and dramatic. Arnold Toynbee's designation of the twentieth century as the "Welfare Century" is not just a historian's picturesque phrase; it represents a vital truth which

challenges understanding and application.

Two Lessons

Two lessons have been learned from the episode of the Manitoba School. The first is that universities, hard pressed for funds, cannot be counted on to continue automatically a new and expensive kind of professional education without strong conviction of its needs and its importance to the community. The second, more hopeful, is the revealing of interest and concern about social welfare services in the community far wider and deeper than social workers had themselves realized was there. Our immediate task is the intelligent and effective mobilization of this concern for a more soundly based ongoing operation of professional education for social work.

STOP THE PRESS NEWS

TELEGRAM received at the Canadian Welfare Council office on May 29: "Announcement from Board of Governors read at large representative community meeting last night. Manitoba School continues next session as a two year school. Finances provided by community effort and government departments. Community support has been unprecedented and well organized. We thank those from all parts of Canada who have helped."

(Signed) C. E. Smith,
Director,
School of Social Work,
University of Manitoba.



Rehabilitation

*The story of the Queen Elizabeth
Disabled at Leatherhead*

Sixteen-year-old Pat Moore, at the left, fell from a window when she was six, necessitating the loss of her right hand and wrist. During her eight-month stay at the college she has overcome her disability with the help of a special attachment and has learned shorthand and typing. Here she is shown at a typing class.

The aim of the college is to train disabled boys and girls to enter competitive industry on an equal footing with the fit. At the right, outside Treloar House, the education officer gives practical instruction in the measuring of angles. In the background are the recreation room of the college and the adult quiet room. Students receive five shillings a week spending money and, if their work shows promise, the sum is raised to £1.



These two boys hope to become draughtsmen in drawing offices. Sixteen-year-old Peter Knight from Surrey has a deformity of the left wrist. He receives £1 per week pocket money from the Department of Labor. David Witty, from Wales, is paralysed on the right side of his body. He is still receiving his five shillings per week.



Every encouragement is given those who find difficulty in walking or, in this case, climbing stairs. Here the physical training instructor persuades 18-year-old Pamela Swain to try the descent. Suffering from spastic diaplegia, Pamela has spent 11 months at the college learning dressmaking. She hopes to open a business at home.

ion IN ACTION

abeth's Training College for the
head, Surrey, England.

At the right, sixteen-year-old Teddy Pope is making pottery bouquets in the pottery workshops. This work is done by the incurably disabled children who remain at the college. All photographs are by the British Central Office of Information and were provided by the United Kingdom Information Office, Ottawa.



In the classrooms, at the left, desks have been constructed so that wheel chairs will fit under them. There are wide windows, giving plenty of light, and the temperature is carefully controlled. Young students in the foreground are studying bookkeeping. Those in the rear are members of the adult radio instruction group. On the cover, a polio victim learns to walk under the direction of a remedial gymnast.



In the classroom at Treloar House, Brian Heath, age 14, receives help with reading. His right hip is in a plaster cast as a result of arthritis and he must always sit in this position. Brian is still receiving general education and no decision has yet been made as to his ultimate trade.



In the recreation room at Treloar House, boys under eighteen enjoy table tennis, billiards and other games while the girls sit reading. The youngsters are encouraged to join in as many activities as possible, so that on leaving the college they will mix freely with their fellows and not feel shy as a result of their disabilities.

The French Canadian Working Family

By THE REVEREND GONZALVE POULIN, O.F.M.

A EUROPEAN observer, André Siegfried, speaking of the stability of the French Canadian family, remarked that it "adheres to a certain concept of life and of work which is unique in America. It is a Catholic concept, welded to a tradition having its very roots in Old France. It includes the respect of values universally required, but especially in the New World: the acceptance of hard work, the esteem for thrift and moderation, i.e. for a sort of asceticism, the doctrine of a numerous family considered as a Christian duty, and a sense of moderation in ambition, a principle of common sense which is the very negation of americanism."

Other sociologists who have written about the French Canadian family such as Gérin, Miner, and even the novelist Louis Hémon, fell into the easy tendency of reducing it to the static, rural type of family which was predominant in the French-Canadian society of former days.

This classic type of French Canadian family is fast disappearing among the growing majority of urban Quebec families. While becoming proletarian, they are experiencing a crisis of instability consisting of this difficult adjustment to the technological factors.

Improvised Urbanization

The problem of the Quebec working family arises in its rapid

uprooting from a rural milieu and its improvised urbanization. In a period of less than 30 years, the working family gained predominance over the rural family in a proportion of 63.32 to 36.68.

In order to fully seize the import of this sudden agglomeration of working masses, it must be remembered that the rural family, which characterized French Canadian society until recently, constituted a community of production and consumption having a very closed and independent unity, and centered on the family group formed of young and old folk. The mixed economy of the family farm was well adapted to the growing needs and multiple functions of the group established on ancestral lands transmitted from generation to generation. Its monarchic and quasi-patriarchal character allowed it to meet easily the dangers of sickness, mortality and disability. Its marked tendency towards thriftiness protected it against any unforeseen misfortunes in its existence. And it found in the closely-knit family relationship and in the Parish all the extra help of which it could find itself in need.

This family—at one time such a strong institution—lost almost overnight its strong communal ties. It found itself thrown into an unorganized industrial milieu. The institutions and social agencies of the city could answer only the

barest needs of such a great exodus. The big industrialists who exploited its handicraft had no thought for the family's bad social condition. The result was a state of personal and family disorganization manifested in over-crowded dwellings, in the frequent conflicts between capital and labour, in a rise in the cost of living which surpassed the scale of wages, in the employment of married women, in poor living conditions, not to mention the emotional, physical and educational problems of the family with resulting evasions, such as drinking.

Changing Functions of Property

The function of stability that the rural property fulfilled has vanished in the working family. The French Canadian worker does his labour beyond his own hearth. The remuneration for his work is determined without any consideration of the growing expenses and needs of his family. This implies that the working family lives no longer under a system of personal ownership of means of production able to give the security equivalent to that which it possessed under the rural regime.

The working man's income is handed to him in the form of the contents of a pay envelope which remain fixed as long as his work contract. Since the new property of the worker comes in the form of liquid assets such as a wage, and since this wage is almost always inadequate to cover household expenses, the result, even in a

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period of full prosperity and of higher living standards, is a state of insecurity which constitutes the chief problem of the working family.

The Quebec working family is at the mercy of unpredictable enterprise production, of seasonal unemployment, economic cycles, old age, sickness, accidents and of disability. And if the working family is prolific and numerous, as is still the case, though in a declining proportion, the insecurity increases with the number of children. The family owns no private landed property which could fortify community ties; nor any invested capital providing steady income; nor any reserve securities to provide against bad times—securities which take the form of ownership of real estate or personal possession of professional and technical equipment.

If in the course of this long crisis of social disruption the French Canadian family has maintained much of its moral vigor, this

is so because it has remained attached to the old family values, to the Christian concept of marriage, to its institutions of mutual help and welfare, and because it has actively cooperated with the social and political authorities towards the creation of new means of economic and family security. These efforts bear particularly on the humanization of the working milieu and on the promotion of security provisions.

Humanization of the Working Milieu

One of the most active forces in the effort to "deproletarianize" the working family in the Province of Quebec has been the formation of the Confederation of Catholic Trade Unions. With the cooperation of other major organizations of the country, the Confederation took steps to eliminate from the working milieu the inhuman working conditions laid bare by the Royal Commission on Capital and Labour of 1889.

Through its efforts the Provincial Government granted a progressive degree of labour legislation and the tentative provision for technical education such as technical schools and apprenticeship centres.

Thus, a movement for the betterment of the working milieu was initiated, concerned not only with the output of the worker but also with his personal life and needs, and with his family, to assure a better orientation in this new way of life. This movement aims at

present to improve the wage system by a broader participation in the life, activity and profits of the enterprise.

Promotion of a Social Security Program

The simple recognition of the human factor in the factory, and the fuller participation of the worker in the workshop life, cannot by themselves eliminate the causes of instability which are the roots of the difficulties of the working family. Prodded to action by the definite incapacity of private capitalistic enterprise to assure the worker a sufficient security in the enjoyment of human and social wealth, the Canadian government has shouldered its share of responsibility towards the welfare of its citizens by initiating social security programs.

One of the most popular has been the system of Family Allowances which helps the worker's family to bear its heaviest burden. But a system of social security aiming to facilitate the progress of the working family should be centered on a system of family aid including allocations of money much more generous than at present granted, and which should take into consideration the period of schooling of the children and the wages of the father which is often the sole source of its income.

Promotion of Family Solidarity

But while accomplishing its function of coordination, aid and welfare, the government is incapable by itself of creating the kind of

solidarity enjoyed by the French Canadian family in the rural milieu. It is up to the families themselves to reconstruct their former communities based on kinship, mutual help and work by Family Unions. Their power of representation at the proper public administration levels, their solidarity and their capacity to instil a sense of responsibility into the families thus united, would allow them to promote effectively this integration of the working family into the urban society.

Adaption to Change

It is in this complex of present accomplishments and future hopes that the Quebec working family is

developing. The conception of a family stability founded on a rigid structure of private landed property, immune from all the impact of industrialization, is a thing of the past. But the acceptance of the the family as the spiritual and humanizing way of life, the more profound utilization of its essential functions, the survival of certain cultural factors such as religion and the Parish, improved working conditions, planning of towns and social services in respect to its particular needs and, finally, the furthering of a movement for family organizations appear to be the surest means of improving the lot of the French Canadian worker.

Teamwork in Recruiting

By JOY A. MAINES

Executive Secretary, Canadian Association of Social Workers

SCHOOLS of Social Work report that fewer young people than usual are applying for admission this year. This fact is of concern to every board member of every private agency, to every administrator of public welfare services, and to every member of the Canadian Welfare Council, as much as to the Schools of Social Work and the professional association of social workers.

Every issue of CANADIAN WELFARE and every issue of THE SOCIAL WORKER contains advertisements from employing agencies seeking qualified staff. Every week the Canadian Welfare

Council, the Schools of Social Work, and the Canadian Association of Social Workers receive additional letters from agencies seeking help in obtaining professional personnel. These appeals come from all parts of Canada—from areas still at the pioneering stage of welfare developments as well as from the well-established, well-organized urban services.

As a profession, social work is comparatively new. Thirty years ago there were few qualified social workers except in child and family welfare agencies. Today professional social workers are also serving in public welfare departments,

community planning services, general and psychiatric hospitals, mental health clinics, rehabilitation services for handicapped children and adults, correctional institutions, juvenile and family courts, prisoners' aid societies, boys' and girls' counselling agencies, community centres, social settlements, YMCA, YWCA, and many others.

Growth has been rapid and has been possible because citizen leaders had vision in planning and recognized the need for professionally trained people, and because professional personnel demonstrated their competence in giving service to others. Teamwork between interested bodies of citizens (as represented by agency boards of directors), administrators of public services, other professional groups, and professional social workers has been one of our greatest strengths in establishing a sound base for social services in Canada. To strengthen that base and create services to meet the demands of the future will require continuing teamwork.

Teamwork is needed now to enlist personnel for training. School faculties and professional social workers themselves have a great responsibility in this area and must expand their efforts in recruiting. Members of the Canadian Welfare Council are also in a strategic position to aid in this project. They

know the demands for trained personnel in their own communities, the qualifications required of social workers, and the opportunities for advancement. They also know of developments in other parts of Canada. All of this information can be conveyed to promising young people of their acquaintance to encourage them to choose social work as a career.

Reinforcements are needed each year to fill gaps created by marriage, retirement, death, or the movement of seasoned troops to new fronts. Few agencies in Canada have as many qualified workers as they need. The call is urgent for young, intelligent, professionally disciplined, well trained troops. Training is available at the following points:

- Halifax—Maritime School of Social Work
- Quebec City—Ecole de Service Social, Université Laval
- Montreal—McGill School of Social Work
Ecole de Service Social, Université de Montreal
- Ottawa—School of Social Welfare, St. Patrick's College
- Toronto—School of Social Work, University of Toronto
- Winnipeg—School of Social Work, University of Manitoba
- Vancouver—School of Social Work, University of British Columbia.

A FOR ARTHRITIC PATIENTS
LIST of self help devices for arthritic patients with specifications covering their construction is available to all welfare agencies from the National Office, Canadian Arthritis and Rheumatism Society, 270 McLaren Street, Ottawa.

ACROSS CANADA



The first section of "Across Canada" this month is a summary of the important developments in public welfare across the country during the past year. This has been contributed by the staff of the Public Welfare Division of the Canadian Welfare Council. Many of the developments described here have already been mentioned in the magazine, but we believe our readers will welcome a review of the many changes that have taken place and the progress that has been made over the whole year April 1951 to May 1952.

Old Age Security In May 1951 the British North America Act was amended with unanimous consent of the provinces to give the federal government authority to proceed with a nation wide program of pensions for persons over 70 years of age. The Old Age Security Act was passed by the House on November 8 and came into effect January 1, 1952.

The scheme is contributory in a limited sense but benefit is not related to contribution. Instead it provides for a flat \$40 per month pension. Twenty years residence in Canada is required and residence in Newfoundland prior to its confederation with Canada is accepted.

The program is administered entirely by the federal government through the Department of National Health and Welfare. The National Director of Family Allowances is also National Director of Old Age Security and the administrative facilities provided by the Family Allowances offices in the various provinces are being utilized. Indians and Eskimos are eligible on the same basis as other Canadians. Over 623,000 cheques, worth nearly \$25,000,000, were mailed during the first month the scheme was in operation. Three hundred and fourteen thousand of the cheques went to

people not previously receiving old age pensions. In the Report of the Parliamentary Committee on Old Age Security, it was estimated this scheme would cost \$343,000,000 a year, excluding administration. The number of applications received has not been as great as expected, partly because of an over-estimate of Canada's population shown by the recent census. The cost of the program is now estimated at \$335,000,000.

A problem has arisen regarding what the five provinces which were formerly paying supplementary allowances or providing health services to old age pensioners will do in regard to this group. Of these provinces, British Columbia and Alberta are supplying both medical services and supplementary allowances on a means test basis, and Ontario is supplying limited medical services. Saskatchewan is neither paying supplementary benefits or providing health services, but is considering both. Nova Scotia has allowed the health services formerly provided to lapse.

Old Age Assistance The Old Age Assistance Act was passed by the House of Commons in June 1951, and became effective January 1, 1952. It provides for the

assumption by the federal government of one-half the cost of allowances up to \$40 per month to people from 65 to 69 years old. A means test is applied and income, including assistance, must not be more than \$720 a year for an unmarried person, \$1200 for a married person or \$1320 for a married person whose spouse is blind. The federal aspects of the program, chiefly financial, are administered by the Old Age Assistance Division of the Department of National Health and Welfare. In order to put this scheme into effect in any province, an agreement between the federal government and this province is necessary.

As of April 10, the North West Territories and all provinces with the exception of Prince Edward Island, Newfoundland and Manitoba, had formally completed agreements. In all these cases the agreements have been made retroactive to January 1 and payments began as from that date. Prince Edward Island and Manitoba also started payments on January 1, while in Newfoundland payments began April 1, although agreements had not been signed.

In all provinces, except Newfoundland, the standard allowance is \$40 a month. Newfoundland is paying \$30. British Columbia, Alberta and Ontario are providing either or both supplementary allowances and free medical services on a means test basis, while Saskatchewan has not yet reached a decision regarding these services. Eight provinces are including Indians in their Old Age Assistance programs. Alberta and Saskatchewan are still discussing this question with the federal government. The Parliamentary Committee on Old Age Security estimated that this program would cost about \$64,000,000 including both the federal and provincial shares, with

administrative costs extra. This estimate is now considered too high, but no new estimate has been released.

However, financial assistance does not solve all the problems of the aged. The fact that this is recognized in some quarters is demonstrated by a number of developments. The Department of Veterans Affairs has been conducting two research projects regarding older veterans, one at Queen Mary Hospital in Montreal and one at Shaughnessy Hospital in Vancouver. The Central Mortgage and Housing Corporation has been conducting a study of housing needs for the aged. Western University has been doing research in geriatrics with financial assistance provided by the federal government through the health grant. In Ontario, new legislation makes provincial aid available for housing units built for the aged, and there has been an expansion in programs for recreation for older groups under the Community Programs Branch of the Department of Education. There have also been many local movements, particularly under private agency sponsorship, which indicate this growing interest in the needs of the aged.

Blind Pensions Blind pensions, formerly provided under part of the Old Age Pensions Act, are now provided for in a separate Act passed in June 1951 to become effective January 1, 1952. It is expected that between 2,000 and 3,000 blind persons will qualify for the allowance. Cost is shared 75 per cent by the federal government and 25 per cent by the provinces. Administration is the responsibility of the provinces. The new act requires that the person applying should have lived in Canada for ten years (not twenty as formerly) and should be twenty-one years of age or over. The max-

imum payment is \$40 a month as before, but the total income allowed has been increased. As of April 10 all provinces except Newfoundland, Prince Edward Island, New Brunswick and Manitoba had completed agreements with the federal government under this legislation.

The Indian Act The new Indian Act became effective September 4, 1951. Canada's 136,000 Indians now have greater control over their own affairs. The new Act, like the old, is based on the Indian band and reserve system. Under the new Act the granting of timber cutting rights on Indian reserves and the leasing of unused land requires the approval of the band. All expenditures from the Indian Trust Fund must with a few exceptions, such as assistance for indigents, also be authorized by the band. The system of elections for band councils has been modernized and Indian women have been given the power to vote in these elections.

One of the most important changes is in the definition of an Indian. Under the old Act, band lists formed the register and generally all persons with Indian blood in the male descent could be classified as Indians. Under the new Act, a new register will be set up, based on the band list and present records, but kept up to date by the Indian registrar. The new definition of an Indian prohibits the registration of those of one-quarter Indian blood or less, but the prohibition will not be retroactive. The right of appeal to the civil courts in registration of band membership matters is provided for. A similar right is also provided in connection with administered estates of deceased Indians.

Some changes have also been made

in regard to education, and while the school system on the reserve will not be changed and the present residential school arrangements will continue, greater provision is made for the children of Indians living off reserves.

As in the old Act, provision is made for the enfranchisement of Indians either by entire bands or as individuals. Enfranchised Indians are no longer subject to the provisions of the Indian Act. Another new provision will permit the Department of Citizenship and Immigration to make financial arrangements with a province or municipality to provide necessary financial assistance in the case of an entire band applying for enfranchisement.

War Veterans Allowances The government has introduced legislation to increase the allowances payable under this scheme and to provide for an increase in allowable income. The amendments also propose to make it possible for veterans who are partially employable and who take seasonal or casual employment to qualify. The new monthly allowance for a single recipient would be \$50 with a total allowable annual income, including allowance, of \$720. The amount for a married recipient would be \$90 a month, with allowable income of \$1,200 per year. In the case of the partially employable veteran, the same rate of allowance and maximum allowable income applies but the allowable income is stated on a monthly rather than a yearly basis. This would make it possible for the veteran to take temporary employment without prejudicing his right to allowance for the remainder of the year.

Rehabilitation The new National Advisory Committee on the Rehabilitation of the Disabled held its first meeting in Ottawa, February 20 to 22, 1952. The Committee was appointed on recommendations made by the National Rehabilitation Conference last year, and it includes representation from three federal departments, Labour, Health and Welfare, and Veterans Affairs, each provincial government, the voluntary health and welfare organizations, the medical profession, employers, employees, as well as four members at large. The ultimate objective of the rehabilitation planning, as stated by the Minister, is to make available to the estimated 100,000 seriously disabled persons of working age in Canada the best treatment obtainable and a chance to earn their own living. A federal coordinator, whose appointment was recommended by the Conference, will take up his duties in June.

The provinces have also exhibited interest in rehabilitation. The Province of British Columbia has undertaken to pay the total cost of care for provincial charges and 80 per cent of the cost of care of municipal charges who are receiving treatment in the Rehabilitation Centre in Vancouver operated by the Western Society for Physical Rehabilitation. The Province also pays the total cost of transportation to and from Vancouver and the cost of boarding home care in that city if required for patients who are being treated for arthritis by the so-called Cortisone Committee—a group of Vancouver physicians. The cost of treatment by this group is free.

In Saskatchewan an inter-Departmental Committee consisting of representatives of the Departments of Health, Welfare, Labour, and Education and the Workmen's Compensa-

tion Board has been in operation for some time considering the problems of rehabilitation. In Manitoba efforts are being made to coordinate rehabilitation through the development of local and provincial coordinating councils. Montreal also is setting up a coordinating council.

Health Insurance and Health Grants The Honourable Paul Martin, Minister of National Health and Welfare, announced in the House of Commons on February 29 that the proposed parliamentary committee on health insurance would not be set up at this time. The reason given by Mr. Martin was that up to that date four of the provinces had not yet filed their health survey reports with the government. These health surveys are being carried out by the provinces and financed by the federal health grants. Also financed by the health grants is a sickness survey of Canada being carried out by the provinces with coordination by the Department of National Health and Welfare. Information has been gathered from a sample group of 10,000 families and analysis of the material by the Dominion Bureau of Statistics has now begun. According to the Minister, the survey is the most comprehensive study yet made of the extent of illness in Canada.

There have been a number of changes in the health grant program. Now, a province may in certain circumstances and without exceeding the total allocation, use the unexpended funds of one of the federal health grants to supplement another that has been fully expended. New regulations will also make the general public health grant cover a greater variety of health services.

Federal grants will be available for the establishment of laboratories in hospitals on the basis of \$1,000 for each 300 square feet. These laboratories will provide not only diagnostic services for patients but also public health laboratory services. The definition of the term "community health centre" has been extended to include out-patient departments of hospitals, so that federal grants up to the same amount as for laboratories can be made to defray part of the cost of construction, if construction was begun after March 31, 1951. If construction was begun before that date the grant will be made on the basis of \$1,000 for each 500 square feet.

During the past year the professional training grant was used to assist 53 psychiatric social workers and 27 other social workers in getting further training. The total number of persons who obtained special training in some phase of health work last year, with assistance from the grants, was 2,015.

Immigration Immigration into Canada continued at a high level during the year and a total of 194,391 new Canadians came to the country. This volume was at least partly encouraged by financial help from the Government of Canada. An assisted passage loan scheme was inaugurated in February 1951 and continued until October when it was suspended. This arrangement, open to all immigrants from Europe whose trade or occupation was one in which there was a dearth of Canadian workers, provided for an interest-free loan for the cost of ocean passage, subject to recovery from wages over a period of twenty-four months after the arrival of the immigrant in Canada. As of January 31, 1952, 15,458

immigrants had come to Canada under this scheme. Late in 1950 the Canadian government authorized the provision of air transportation to immigrants from the British Isles at greatly reduced rates and this authorization was extended throughout the fiscal year 1951-52.

Some problems about the provision of employment for immigrants and the provision of assistance to needy immigrants have appeared. There is some confusion regarding the division of responsibility between the federal Departments of Labour and Citizenship and Immigration. Under agreements between the federal government and the provincial governments, certain classes of indigent immigrants receive assistance in respect of medical and hospital expenses during their first year in Canada, and negotiations are now under way to extend this to financial assistance for certain groups. This has been completed in at least one province. Efforts towards assimilation of immigrants into Canadian life have been increased and the number of liaison offices of the Department of Citizenship and Immigration has been increased to four, stationed in Vancouver, Winnipeg, Toronto and Montreal. It is to be hoped the problems of new Canadians will receive further attention from the federal government in the near future.

Housing Housing remains one of Canada's greatest social problems. The picture is darkened by the fact that for the first time since the war the volume of houses built in Canada has declined. During 1951 about 72,000 dwellings were started, a decline of 24 per cent from the previous year. A shortage of mortgage funds, a shortage of serviced land, larger down-payment requirements, and an increase in cost of debt

service are listed as the main reasons for this decline by the Central Mortgage and Housing Corporation in its annual report. One promising development is the plan for partnership between the federal, provincial and municipal governments as set out in Section 35 of the National Housing Act. Nineteen such projects are now under way in this country and will result in the servicing of about 5,000 building lots and the construction of 380 low rental subsidized units and 1185 economic rental units. Provincially, both Ontario and Saskatchewan have passed legislation to assist municipalities to provide low rental housing.

Corrections

Improvement in the federal penitentiaries program continues. The federal penitentiary staff college was opened in Kingston in March and the new federal training centre at St. Vincent de Paul Penitentiary will be opened shortly. A new system of prisoner remuneration was introduced, and canteens have been opened in all institutions. For the first time Christmas parcels were authorized last year. Educational, recreation, sport and handicraft programs and facilities have all been expanded.

The Royal Commission on Revision of the Criminal Code, appointed early in February 1949, presented its report to Parliament this session. A bill for a new code was introduced early in May including some but not all of the recommendations of the Commission.

In the provinces there have been numerous developments in the correctional field. In British Columbia, an Inspector of Jails and Provincial Probation Officer has been appointed, both positions held by one man. Branch offices have been opened across the province and now number seven besides the main office. An

experiment with a forestry camp was tried last summer and plans call for expansion of the scheme this year.

The Alberta government has introduced bills to provide for the setting up of family courts and for expansion of the work of the juvenile courts. Youth Guidance sections of the city police forces have been established in both Edmonton and Calgary.

Saskatchewan has appointed a provincial juvenile court judge with authority throughout the province. The provincial government is also providing probation services to the adult courts in the Regina area through its welfare officers.

The province of Manitoba has built a new vocational training school at the men's jail at Headingly.

In Ontario there have been two developments, the appointment of a Provincial Director of Probation to expand and improve probation services in the adult, juvenile and family courts, and the opening, last September, of a clinic for the treatment of alcoholics at the Mimico Reformatory.

A study of correctional institutions in Newfoundland was undertaken by Mr. Hugh Christie of Saskatchewan during the year.

The Minister of Public Welfare of Newfoundland has announced that legislation will be introduced during the present session of the House to set up a new and modern system of corrections. A new Family Courts Act has been passed and the first family court set up in the city of St. John's. A new boys' training school is also under construction.

In Saskatchewan, as a result of recommendations made by Administrative Management Section of the Provincial Budget Bureau, a start was made on the complete re-

organization of the Department of Social Welfare and Rehabilitation. The following new Branches were established: Research and Planning, Administrative Services, Nursing Homes and Housing, Rehabilitation, and Welfare Services. This re-organization has not yet affected either the Corrections Branch or the Civil Defence Branch. Ontario is planning the establishment of regional offices covering the southern part of the province. Sixteen such offices are contemplated and two are now in operation. Newfoundland carried out a study of organization and services in the Department of Public Welfare under the direction of Amy Leigh of the British Columbia Department. Quebec has set up a Social Allowances Commission to replace the Old Age Commission and to handle both aid to needy mothers and old age assistance.

Public Assistance

Mothers' allowances rates have been increased in a number of provinces. British Columbia has provided for an increase of \$10 for persons with dependants, with \$1 for each additional dependant. Saskatchewan has provided for a flat increase of \$10 per month per family and in addition has provided for the expansion of benefits until a child completes the school year in which he becomes eighteen. An amendment to the Aid to Needy Mothers Act in Quebec also provides for an increased allowance. New Brunswick has increased the rate for mothers' allowances recipients by one-third.

In Ontario amendments to the Mothers' Allowances Act did not provide for an increase but other changes were made. The Commission was abolished and administration is now in

the hands of the Director. Residence requirements were cut to one year and divorced women were made eligible. A child who is mentally or physically disabled is now eligible until he reaches the age of eighteen years.

An important development in Ontario has been the introduction of allowances for disabled persons of \$40 a month, to come into effect for the next fiscal year. It applies to permanently and totally disabled persons between the ages of eighteen and sixty-five years of age. During the year, Alberta passed legislation to provide widows' allowances on the means test basis for widows between the ages of sixty and sixty-five. With the Old Age Security and Old Age Assistance programs this gives Alberta a rounded program for financial assistance to the aged. For some years the city of Toronto has been paying public assistance in the form of cash direct to the recipient. However, rent has been paid to the landlord. During the past year the city stopped this practice and rent is no longer paid to the landlord but is included in the amount of the regular cheque sent to the recipient.

Some of the provinces and several of the municipalities in other provinces have increased the rates of general assistance which compensates, at least in part, for the increase in the cost of living. British Columbia, Ontario and Quebec among the provinces and Regina, Winnipeg, Calgary, and Saskatoon, among the municipalities in the other provinces, report increases. Also, in Quebec, the province has cut the contribution of the rural municipalities towards payments under the Quebec Public Charities Act.

Parliament Hill

An explanation of new interest rates on **government annuities** was made April 4 by Labour Minister Milton Gregg.

Mr. Gregg said the interest rate in effect at the time the contract was made applies throughout the contract's life. Contracts made when the rate was 4 per cent would continue at that rate. The same applies to contracts made when the rate was 3 per cent. In respect of contracts on or after April 1, 1952, the interest rate will be 3½ per cent.

On April 8, Mr. Gregg indicated consideration was being given to modifying existing contracts to provide a greater annuity up to age 70 and a smaller one after that age.

Mrs. Ellen Fairclough (PC—Hamilton) asked the minister: "In view of the payment of old age security commencing at age 70, has consideration been given to permitting the modification of existing contracts for deferred annuities so as to pay a greater annuity up to age 70 which would be reduced by \$40 a month after age 70?"

Mr. Gregg replied: "Yes, this is one phase of the question of annuities that is being studied by our officials."

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An outline of present **government assistance to physically incapacitated persons** was given to the commons April 28 by Dr E. A. McCusker, parliamentary assistant to Health Minister Paul Martin. Dr. McCusker said:

Our new old age assistance and old age security programs will between them provide pensions for an estimated 45,000 totally and permanently handicapped persons.

Allowances for blind persons will provide financial aid for approximately 8,500 more this year.

Approximately 160,000 disabled veterans are receiving pensions and an additional number are being looked after under war veterans allowances.

Through the national health grants program, substantial assistance is available to the disabled, as follows:

1. The government has provided for a sum of more than \$4,000,000 for a tuberculosis control grant, part of which is available for "the provision of free treatment including rehabilitation."

2. There is provision for a crippled children's grant of over \$500,000 "to assist the provinces in an intensive program for the prevention and correction of crippling conditions in children, rehabilitation and training."

3. Under the general public health grant, very substantial sums are available to extend diagnostic and treatment services for those afflicted by arthritis and rheumatism or polio.

4. The government has provided for a sum of more than \$5,000,000, part of which is available for the rehabilitation of backward children and of mentally ill patients, under the mental health grant.

The provinces, under well-established workmen's compensation plans, provide pensions for the victims of industrial accidents. Approximately one-third of the cases in receipt of mothers' allowances are the result of disabilities which impair earnings. Some provinces offer special allowances for persons suffering from tuberculosis, and Newfoundland and Ontario have in recent years provided incapacitation allowances.

The province of Ontario has at its

1952 session just passed legislation providing for disability pensions. There is no indication at the present time that other provinces intend to follow this example.

It is the intention of the federal government to work in close co-operation with the provinces and interested organizations in a constructive approach to the complex problems

involved in the various types of disabilities which impair the ability of individuals to work. • • •

Changes in the Veterans Insurance Act, Pension Act, Civilians War Pensions, and the War Veterans Allowance Act, which are before the committee on **veterans affairs** at the time of writing, will be dealt with when they are actually approved.

General News

Civil Defence Welfare Forum An important part of a longer course for civil defence officials held at the Hull Armouries near Ottawa in April was the Civil Defence Welfare Forum held from April 21 to 23. Civil defence coordinators from all parts of Canada were present, and brought with them senior welfare people from their areas.

The problems given most emphasis were emergency lodging, emergency feeding, registration, information, pre-raid and post-raid evacuation and reception, and emergency rehabilitation. The proposed duties of the social service section of Canada's civil defence welfare services were outlined and discussed.

Much of the course was centered around the content of the booklets on civil defence issued by the Department of National Health and Welfare in an effort to reinforce all the educational efforts that are being made to train civil defence personnel. The result of the welfare forum, according to a responsible official, was that the coordinators gained valuable knowledge of how necessary welfare services are in the civil defence scheme and how they may be linked with other activities.

Northern Labrador Affairs In 1951 Northern Labrador affairs became the responsibility of the Department of Public Welfare instead of the Department of Natural Resources which had previously served the needs of that area. In April 1952 Mr. W. G. Rockwood, who was formerly a field welfare worker with the Department of Public Welfare, was appointed director of the division of Northern Labrador affairs. For three years Mr. Rockwood was seconded to the Department of Natural Resources as special government agent for the Northern Labrador Administration and he has had long experience in Labrador with the Newfoundland Ranger Force.

Ontario Recreation Conference On May 2, 3 and 4, a conference was held at the Normal School, Ottawa, under the joint auspices of the Ontario Recreation Association and the Community Programs Branch of the Ontario Department of Education to discuss Public Relations in Recreation. "Public relations" was interpreted to mean all relationships among organizations and individuals in the community who are directing or taking part in recreational activities.

Out of the meetings came a number of resolutions directed towards the extension and improvement of recreation services, among them that the Ontario Recreation Association set up a central bureau to help local recreation associations with technical problems, that the Ontario government, through conservation authorities, provide areas in the southern part of the province for recreation purposes, and that the federal government be requested to amend the National Physical Fitness Act to change its name to National Fitness and Recreation Act and to make possible under it a broader program of both physical fitness and recreation activities.

Family Courts in Alberta

The attorney-general of Alberta announced to the legislature in April that skilled social workers would be assigned to preside over the new family courts to be established in Edmonton and Calgary. When the Family Courts Act was being considered in committee, the attorney-general explained that the bill would give the family courts jurisdiction over such things as maintenance orders for neglected wives and families, common assault involving husband and wife, child neglect and other problems of the home.

Social Service Index

The Toronto Welfare Council sponsored an institute on the social service index held on March 20, with Miss Beatrice Simcox, Associate District Secretary of the Family Society of Greater Boston as special speaker. The sessions were attended by 120 people representing 38 agencies, both members and non-members of the Toronto Index. Miss Mary Clarke, a former executive secretary of the Index, reviewed the 40 years' history

of the social service index and showed that the original purpose was "to detect fraud and protect the public", and how with advances in social work philosophy the emphasis had changed to providing better service to the client.

Miss Simcox in her closing remarks pointed out that the general opinion of the Institute was that neither the abolitionists nor the defenders of the index had sound objective criteria for the premises on which their arguments were based. The real issue, she said, was rooted in the casework process. This implies that first-hand information from caseworkers is needed, but so far no thorough study has been made either in Canada or the United States. The Institute recommended that the Toronto Welfare Council should consider initiating a research project based on casework material to determine the value of the social service index.

World Health Assembly

Canada's delegation to the fifth world Health Assembly which began its meetings in Geneva on May 5 was headed by Dr. O. J. Leroux, assistant director of Indian Health Services in the Department of National Health and Welfare, and included Dr. W. H. McMillan, M.P., Dr. J. T. Phair, deputy minister of health for Ontario, and Dr. T. C. Routley, general secretary of the Canadian Medical Association.

Silver Anniversary in Hamilton

The Hamilton Community Chest and Council of Social Agencies held a twenty-fifth anniversary dinner on April 2, 1952. In 1927 the Hamilton Council of Social Agencies was organized at a meeting convened by the Chamber of Commerce, and in November of the

same year the Community Fund, later called the Community Chest, was organized. The new Council took over the social service index which had been operated by the Central Bureau of Social Agencies (now the Family Service Bureau). In 1939 the Council set up divisions on family, child care, health and recreation, and in 1950 added a new one on care of the aged.

The Council has 57 organizations in its membership, including not only social agencies in the usual sense of the term but also such organizations as the I.O.D.E., Catholic Women's League, Hamilton Principal's Association, McMaster University, etc. The Community Chest now raises funds for 27 agencies (19 in 1927) and in the last campaign raised \$389,250 (\$106,640 in 1927).

At the annual meeting it was decided to change the name of the Council of Social Agencies to "Hamilton Council of Community Services". This change was made because it was felt that the old title embraced only part of the Council's broad membership.

Training Personnel

Nine fellowships of \$1,300 each will be awarded to graduate students for study in **community planning** for the academic year 1952-1953 by Central Mortgage and Housing Corporation. The purpose of these fellowships is to aid students in receiving advanced education which will enable them to enter the field of community planning and allied occupations either in a professional capacity or in the public service. The fellowships are available to graduates of recognized universities in the social sciences, architecture or civil engineering, and are intended for study at the universities of Toronto, Mc-

Gill, Manitoba or British Columbia. This is the second year that fellowships have been made available at four universities, although grants for study in community planning have been awarded at McGill University since 1947.

The National Council on Physical Fitness has allotted \$3,500 to help finance a diploma course in **public recreation** at the University of British Columbia. The course will require a year's study, including one academic year at the University and eight weeks of supervised field work. It will begin next fall if at least 20 students enrol. Only 30 students can be accommodated. In addition to the grant, the Council is providing funds for tuition fees and transportation costs for students from outside British Columbia. Applications are being handled by the provincial directors of physical fitness or recreation and by the National Council on Physical Fitness in Ottawa.

Extension courses in social work are being offered for the first time during the current spring session at the School of Social Welfare, Saint Patrick's College, Ottawa. Sixty-one part-time students, regularly employed in the fields of social work, public health nursing, nursery school education and physiotherapy, are enrolled for the two courses, dynamics of human behaviour and social case-work.

The School at St. Patrick's College, Ottawa, is planning to introduce a special program of study leading to a **Certificate in Institutional Work** for people actually engaged in work in this field. The program will be in the form of a series of summer courses given over a period of two or three years, but will be available only if enough people indicate that

they wish to enrol. Information may be had from the Director.

Superintendents of children's aid societies in Ontario took part this spring in a series of workshops conducted by the division of child welfare, Ontario Department of Public Welfare, with assistance from the School of Social Work in the University of Toronto.

At the request of the Department of Public Welfare of the Province of Newfoundland, twenty **welfare officers** from its field service will be given a short course this summer under the auspices of the Department of University Extension and the School of Social Work at the University of Toronto. The course is prepared to meet the special needs of the Newfoundland welfare service.

Social work methods are being increasingly used in the **treatment of the offender**, and in 1952 a scheme of training has been extended by the Department of Reform Institutions, Ontario, to provide training in that department for selected students from the Toronto School of Social Work. A sum of some \$10,000 has been provided for the year 1952-1953 which will be used for employment, bursaries and research.

For well prepared students (honour students) the University of Toronto School of Social Work is relaxing its **admission requirement** of four prerequisites in the social sciences in favour of a minimum of social sciences supported by appropriate preparation in history and the humanities.

The Unemployment Insurance Commission has organized a special training course for the staffs of the National Employment Service in **counselling older applicants for employment**. During May and June

the course will be presented in western Canada, and later in other regions. Experience has shown that the older worker appreciates the opportunity of discussing his individual situation with a trained counselor, and frequently as a result of such discussion he changes his attitude towards himself and his abilities to the extent that with or without the assistance of the National Employment Service he finds himself a job.

Local Events Federation of Jewish Community Services of **Montreal** is the new name for the organization formerly known as the Federation of Jewish Philanthropies. The new name expresses the principle that the work is no longer a matter of one section of the community doing things for the benefit of another but of many people helping one another.

The Mental Hygiene Committee of the Rotary Club of Montreal and the Montreal Council of Social Agencies held an institute on emotionally disturbed, mentally retarded and delinquent children for two days early in May. Local experts on these subjects gave lectures or led discussion periods, and three distinguished guests from the United States contributed from their extensive experience: they were Dr. Fritz Redl, professor of social work at Wayne University and a member of the training staff of the Detroit Psychoanalytic Institute; Richard H. Hungerford, director of the Bureau for Children with Retarded Mental Development of the New York City Board of Education, and Alfred Cohen, superintendent of the New York State Training School for Boys.

In **Toronto** an Elizabeth Fry Society has recently been established to help women prisoners regain their

place in industry and society. This work is carried on with the cooperation of the management of the Mercer Reformatory and the Department of Reform Institutions of the provincial government.

In **Moose Jaw** a 75-unit subsidized rental housing development, with minimum average rent of \$40 a month, is being started this spring. This is the first housing project to be undertaken under joint arrangements between the federal government and the Province of Saskatchewan.

The **Halifax** branch of the Community Planning Association of Canada has presented a proposed Code of Housing Standards to the City Council and is sponsoring a series of weekly broadcasts on housing conditions in Halifax and what might be done to improve them.

The Halifax Police Boys' Club, organized about a year ago, has secured the use of a pre-fabricated building belonging to the city for its activities.

The Junior League of Halifax is operating two new services for children, audio-visual aids for schools, including a record-lending library, and the Children's Theatre, whose

performance in March was so well received that it had to be repeated.

The **Toronto** Welfare Council in collaboration with the second year community organization class of the School of Social Work held a week-end conference in April on the needs of new immigrants and the resources available to meet these needs. The federal government departments concerned with the immigration problem sent representatives as well as the city and provincial governments. The conference was also attended by representatives of ethnic groups, churches, fraternal organizations and welfare agencies. Several significant recommendations about immigrants were made to the Welfare Council for appropriate action: among them were that local services should prepare themselves for service to new immigrants; that improved information and advice services should be made available to them; that all community groups should take more responsibility for bringing the new Canadian into community life; that legislation should be amended so that no immigrant could be deported solely because he had to accept financial aid from public sources.

ANNUAL MEETING NEWS

This issue of **CANADIAN WELFARE** appears at the time of the Annual Meeting of the Canadian Welfare Council, and just when the Canadian Conference on Social Work is getting under way. Reports of these two events will appear in the September 15 issue, to refresh the memories of those who were present and to convey something of the spirit and substance of the proceedings to those who could not come.

The Census and the Social Worker

This is the second of two articles on the 1951 Census prepared for CANADIAN WELFARE by the Dominion Bureau of Statistics. The first article appeared in the issue of March 15.

SIGNIFICANT strides have been made in welfare work in Canada in recent years, and even greater progress is anticipated for the years ahead. But, as always, sound welfare planning is contingent upon accurate information about the current condition of the nation and its people, and it is for this reason that the 1951 Census figures being published in a series of bulletins by the Dominion Bureau of Statistics are of such compelling interest to social workers.

These figures will be available much sooner than those of any previous census. New and improved techniques, methods and machines, such as the development of the now-famous mark-sense card system of enumerating, and electronic machines that punch, sort and tabulate census cards at incredible speeds, have reduced by at least one-half the time that would otherwise have been needed to process the billions of facts gathered by the census-takers last June.

The resulting figures will include detailed data on practically every aspect of Canadian life, from the characteristics of the people to where and how they live and what they do for a living.

Houses

The statistics on households and dwellings will be of particular

value, for they constitute an important yardstick in measuring the social and economic progress of the Canadian people. They will provide social workers with a wealth of information on housing conditions in Canada, the provinces, counties, urban centres and social areas of metropolitan cities, including the number of owned and rented homes and data on rentals, and such information as type of dwelling, exterior building material, condition of repair and number of rooms occupied.

Household Equipment

In addition, household conveniences will be assessed in terms of lighting and heating equipment, water supply, plumbing, and facilities for cooking and refrigeration, and the number of homes with power washing machines, vacuum cleaners, telephones and radios will be given. In 1941, 96.5 per cent of all urban homes had electricity, 70 per cent indoor plumbing, 32 per cent mechanical refrigeration, 37 per cent ice boxes, and 45.5 per cent furnaces, while only 20 per cent of all rural dwellings had electricity, 33 per cent indoor plumbing, 23 per cent refrigeration facilities, and 13 per cent furnaces. In view of the marked rise in the Canadian standard of living during the past decade, the 1951 Census results will undoubtedly reveal substantial changes in these figures

which are of prime importance in guiding welfare planning.

People and their Homes

Among the tables that will be of special interest to social workers will be those that show the dwelling characteristics of multiple family households, of households with lodgers, of households of post-war immigrants, and of veteran households. But besides the physical characteristics of dwellings, the housing tabulations will also provide much useful information on the occupants of houses. For instance, there will be a number of tables dealing with the earnings of wage-earner heads of households in relation to the amount of monthly rent paid, to household facilities and living conveniences in the home, and to other housing characteristics.

The number of persons per dwelling will also be cross-classified by rooms per dwelling in order to measure the degree of crowding in Canadian homes, and a special tabulation will be published showing a number of housing facts for households classified as being crowded dwellings.

In addition, the census reports will reveal sub-standard housing areas, middle-class areas and economically superior areas, so that social workers will be able to accurately compare rents and living conditions in different communities.

These data should be of particular value at this time. Just recently, Miss Thelma Williams, executive director of the Ottawa Welfare Bureau, discussed the problems of



This picture shows the wiring panel in the electronic statistical machine used in processing the returns of the 1951 Census. The machine can be used for editing punch cards for inconsistencies and for sorting cards and tabulating information. It can count up to 60 single facts at a single reading of the cards, doing so at the rate of 450 cards a minute. The machine is wired according to the information that it is desired to tabulate. It stores up counts of the characteristics being tabulated and produces totals as required.

families crowded into one or two rooms and told the 37th annual meeting of the Bureau that lack of adequate living accommodation at a price people can afford to pay is the most outstanding social problem of today.

Statistics on Families

The statistics on Canadian families will also be of great use to welfare workers. The census reports will classify families according to marital status, sex and age of head of household, origin and age of head, schooling and age of head, and by

occupation and earnings of head, to show family composition and the distribution of families according to the number of children in the family, for provinces and larger cities. These tabulations will contain a wealth of valuable detail. For example, the table classifying families according to marital status and age of head will reveal the number of broken families due to death or divorce, and will give for these families such information as the number of dependent children.

There will likewise be a detailed tabulation of families showing size of family and family composition for counties and urban centres of 1,000 population and over. In addition, there will be a number of special runs of the family card to show such husband-wife relationships as age of husbands according to age of wives, and years of schooling of husbands according to years of schooling of wives. This is the first time in a Canadian census that such cross-classifications have been made and social workers may well find that they have an illuminating bearing on many social problems.

During the past decade there has been a substantial increase in family formations in Canada as a result of the heightened number of marriages, increased birth rates during the war years and particularly since 1945, and the postwar immigration flow with its large proportion of family units as compared with immigration in previous periods. At the same time, the average size of families—paradoxical as it may seem in view of the gain in birth rates—has shown

a downward trend. These changes in the number, size and composition of Canadian families, which are naturally of interest to welfare workers, will also be disclosed in the 1951 Census results.

Earning a Living

The statistics on Canada's labour force will be of pertinent interest to social workers as well, for probably no other single fact tells as much about the individual as does his occupation. Being the means by which he earns his livelihood it frequently determines where and how he lives, his possessions, his friends and associates, his intellectual standards, and many other things. It is, in fact, a prime factor in determining both his economic and social status. In broader perspective, the occupational structure of the people at any given time reveals to a large extent the economic and social status of the country as a whole, while occupational trends data disclose the economic growth and technological advancement of the nation.

The principal tabulations of the labour force data from the 1951 Census will consist of a tabulation of the population 14 years of age and over to show the number in the labour force employed or unemployed during the census week, and the number of housewives, students, retired persons, and those permanently unable to work; a tabulation of the labour force according to occupation to show sex, age, marital status, industrial status, birthplace, origin and schooling; a similar tabulation of the

labour force classified according to industry; and a tabulation of wage-earners to show earnings and weeks employed during the census year ended June 1, 1951.

Of particular interest to welfare people is the fact that these tables will include detailed occupational data on the married, widowed and divorced women in the labour force, on the persons of 65 years of age and over and 70 years of age and over in the labour force, and on housewives and students who were doing some part-time work for pay during the census week.

Labour force information will frequently be of most value to social workers when cross-classified with other subject matter from the census. For example, they may be interested in the occupations being followed by young persons between, say, 14 and 18 years of age, or by widowed women in the labour force, or of some particular ethnic group, or, again, they may be interested in the earnings of family heads by size of family or number of dependent children.

Changing Occupational Patterns

In the past half-century occupational patterns have change greatly, and have reflected the rapid development of Canada with its wealth of resources of farm, forest, mine, water power and scenic beauty. The standard of living of the Canadian people has risen steadily, and the development of new products has created new types of jobs. The growth of manufacturing industries and of the services has been

accompanied by a continual movement of the people from farm to urban centres, and as a result, agricultural occupations have declined in relative importance.

In 1901, 46 per cent of all males in the labour force in Canada were agricultural workers, but by 1941 less than 32 per cent were so engaged. The 1951 Census results will show a still lower proportion of farm workers, and, on the other hand, an increased proportion of males in manufacturing, trade, transport and service occupations. These shifting occupational trends are of obvious interest to social workers because they inevitably present new welfare problems in a great many districts affected by the changes, and because these new problems often demand different solutions in the light of changing times.

Working Women and Young People

The same holds true in the case of females and young people in the labour force. While the proportion of young people in the labour force has steadily declined, it has become increasingly common for women to work outside the home, and it is expected that the 1951 Census will show that their number now exceeds 1,000,000. In 1901 more than one-third of all females in the labour force were domestic servants, but by 1941 less than one-quarter were thus employed, and the percentage has fallen sharply during and since the war. On the other hand, only five per cent were clerical workers in 1901, whereas

the proportion in 1941 was 19 per cent.

Increased educational opportunities and changing attitudes regarding women's status have enabled women to qualify for a wide variety of professional occupations, such as doctors, lawyers, journalists, librarians and social welfare workers, in addition to the older professions of teaching and nursing. Thus the 1951 Census figures will reveal much new data on the size, age, marital status, occupations and earnings of Canada's important female labour force, which will be of use to welfare workers.

Earnings

The statistics on the average earnings of the labour force as a whole will also be of great value, for they are important factors in vocational counselling, and in planning housing developments, health measures, and other welfare projects. In 1941 the average earnings of all male wage-earners in Canada

during the year was just under \$1,000, and the average earnings of wage earner families was about \$1,400. These figures, of course, included all age agroups and wage-earners in both rural and urban sections of the country. The 1951 Census returns will show a marked advance in the average earnings of wage-earners.

Labour Statistics for Small Areas

Most tabulations of labour force data will be made for provinces, cities and other localities. However, in view of the importance of this information additional material on the labour force will be compiled for smaller areas but, because of space limitations, will not be published in the census reports. Consequently, social workers desiring specific data for a particular area not mentioned in the census bulletins may be able to obtain the necessary information upon inquiry from the Census Division of the Dominion Bureau of Statistics.

The Census bulletins are designed to present the results of the census on subjects of general interest as soon as the relevant data have been compiled, thus making the information available to the public as early as possible. Bulletins issued up to May 21 are: 1. Electoral Districts by Sex; Electoral Districts and Census Subdivisions (for redistribution use); 3. Population by Sex (provinces, counties, townships, cities, towns, villages); and 4. Census Metropolitan Areas.

The complete results of the Ninth Decennial Census will be published in a set of nine bound volumes. Orders and enquiries should be addressed to the Dominion Bureau of Statistics, Ottawa, and should specify clearly the exact kind of census information wanted.

BOOK



REVIEWS

Readings in Counselling, edited by Karl Zerfoss. The Association Press, New York, 1952 (Toronto: G. R. Welch & Co.). 639 pp. Price \$7.50.

This is an excellent source book for any workers concerned with the guidance of normal people of all ages, with special material on adolescents and young adults. It is designed for the use of teachers, guidance workers, YMCA and YWCA secretaries, ministers and other church workers, and others likewise interested in individualizing their approach to those whom they serve.

Let me commend it for the use of social workers, especially those working with adolescents and teaming up with psychologists and vocational guidance counsellors. It offers more than 500 selections from 160 books, periodicals and journals. Contributions from the social work field are found in the writings of Annette Garrett, Charlotte Towle, Harleigh Trecker, and others. Selections from psychologists and educationists like Carl Rogers, Paul Brouwer, Lawrence Shaffer, Karl Zerfoss, and from psychiatrists Karl and William Menninger, and many others, give a broad sampling of the beliefs and methods of experts in the counselling field.

The editor is concerned with the basic aspects of counselling as to principles, content and method. One factor determining the selection of material is the editor's belief that the "major concern of most guidance workers is with the normal problems of normal people in a preventive or an enrichment role rather than a

curative one; and that along the guidance continuum there is a proper place for all workers, from the generalist to the specialist".

Dr. Zerfoss' book grows out of his experience as a YMCA secretary, then as a professor of psychology and director of graduate placement in George Williams College in Chicago. His own counselling philosophy is clearly traced through his choice of material which includes five pertinent passages from Moffatt's translation of the New Testament. One cannot study the Readings without being aware that anyone who hopes to work helpfully with individuals must be infused with reverence for the human soul, and undergirded with conviction that life is worth living fully.

MARY LUGSDIN,
Big Sister Association, Toronto.

Personality and Psychotherapy, an Analysis in Terms of Learning, Thinking, and Culture, by John Dollard and Neal E. Miller. McGraw-Hill Book Company, Toronto, 1950. 488 pp. Price \$7.50.

Two eminent psychologists from Yale's Institute of Human Relations, both former Social Science Research Council Fellows, both with psychoanalytic training in Europe, have collaborated to produce this provocative and challenging book. Proposing to aid in "the creation of a psychological base for a general science of human behaviour," they have united findings from psychoanalysis, educational psychology, and social anthropology, in a synthesis which they hope will provide a basic framework

within which the research worker may submit modern behaviour theories to scientifically-acceptable investigation. Freudian concepts are thus placed in the context of the stimulus-response system of the behaviorists and related to the social and environmental conditions in which man lives and learns.

Neurosis is understood by the authors as being learned behaviour, while therapy seeks to set up conditions under which the patient unlearns his neurosis and learns more suitable adaptive behaviour. They place, therefore, strong emphasis on this learning aspect of therapy and on the role of the higher mental processes in the solution of emotional problems. While analytically-oriented therapy has, hitherto, consistently underestimated intellectual processes, clinical practice does produce many instances of patients who are able, during treatment, to recognize and verbalize the root of their difficulties, but who remain relatively unchanged, since neurosis actually signifies the most satisfying adaptation that they can muster to meet the threats of life experience. Dollard and Miller emphasize "the misery" of neurosis, but a neurotic adaptation must also carry satisfying elements or it would never have been incorporated into the patient's behaviour pattern. The neurotic may desire to rid himself of the unsatisfying and misery-producing sequelae of his neurosis, but simultaneously he resists giving up the neurosis itself because of the emotional satisfaction it holds for him. Besides new learning, therapy must also include the experience of substitutional satisfactions.

The authors rightly stress the part played by the experiences and influences of childhood years in behaviour

formation and personality development, but in their treatment of social conditioning this reviewer would have liked to have seen some use made of the important contributions of Harry Stack Sullivan and Karen Horney to our own understanding of the crucial modifications effected by later interpersonal relationships and by cultural situations. In the Freudian tradition Dollard and Miller see conflict as the central core of neurosis, and anxiety as the result of conflict between incompatible drives. This seems to allow no distinction between the pathological modes of a response and its normal and appropriate use. While abnormal behaviour does provide an easily approachable "window to mental life," too long and steady a gaze though it may distort that which we see.

Personality and Psychotherapy is no easy book; far less is it a handy guide to treatment, though the clinical illustrations are often lucid and informative. The authors make no claim of providing the answers in a field where few certain answers are, at present, forthcoming. Rather do they incisively challenge the closed and dogmatic systems of the various schools, and point up fruitful fields for further exploration. In this they have done wisely and well.

SWITHUN BOWERS, O.M.I.,

*School of Social Welfare,
St. Patrick's College, Ottawa.*

Proceedings of the Midcentury White House Conference on Children and Youth, edited by Edward A. Richards. Health Publications Institute, Inc., Raleigh, North Carolina, 1951. 363 pp. Price \$4.00 (cloth), \$2.00 (paper).

It is perhaps a left-handed compliment to this volume to say that it is the next best thing to having attended



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COMMUNITY PLANNING FOR HUMAN SERVICES

By **BRADLEY BUELL and ASSOCIATES** 464 pp. \$6.75

The report of a three-year research project in community planning for community services, undertaken by Community Research Associates of the United States.

UNDERSTANDING CHILDREN'S PLAY

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This book contains the results of a study that explored the potentialities of play materials and expressive activities for understanding children in nursery and kindergarten groups and for providing them with increased opportunities to discover and express themselves.

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NEW YORK ACADEMY OF MEDICINE 169 pp. \$3.00

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PROBATION AND PAROLE

By **DAVID DRESSLER** 228 pp. \$4.00

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(All books are obtainable through your local bookseller)

the Conference itself. The small introduction, in a limited space, manages to convey something of the mechanics of the Conference, the structure of committees in preparation, the panel and workshop method used to encourage very full participation at the Conference itself and the recommendations procedure which concluded it. The administration and organization of this unique Conference were excellent and it is both valuable and interesting to have it recorded even to a moderate degree.

The remaining and largest section of the book contains selected addresses and papers, and summaries of the panel and workshop opinions. Such notable persons as Benjamin Spock, Leonard Mayo, Allison Davis, Margaret Mead and many others are represented in the addresses. In the selected papers we find "The Dynamics of Personality Development" by Franz Alexander, "The Bearing of Law on Child and Family Welfare" by A. K. Lucas, "Principles and Patterns of Community Planning for and with Young People" by Herschel Alt, and another half-dozen equally stimulating contributions to the study of children and youth.

The 35 workshop summaries cover everything from chronological study of children and youth to a broad examination of influences both within and without that are related to the development of healthy personality for young people. The panels cover much the same material in a different way and include discussion of anything from religion to television.

The most striking aspects of this Conference were mainly two—to the writer in any event. First that the 5,000 or so people involved were really involved and the material presented here represents the thoughts,

opinions, arguments, discussions and diverse interests of a very large, representative group of people. It is not merely the expressed opinion of a few, however good the few might be, but of a larger number of lay and professional individuals with one concern—welfare of children.

Secondly, the focus of the Conference was on the total child—not just his physical health or his education or his specific social problems, but the whole child seen in the total community as an individual, as a member of a group, as a member of a community, and with physical, social, educational and spiritual needs.

RAY GODFREY,

*School of Social Work,
University of Toronto.*

Biological Foundations of Health Education, Proceedings of the Eastern States Health Education Conference, 1948. Columbia University Press, New York, 1950 (Toronto: Oxford University Press, 480 University Avenue). Price \$3.00.

This is a report of the proceedings of the Eastern States Health Conference held in April 1948 in New York City. This conference was held in an attempt to present the newer facts and attitudes in a number of fields which have a direct bearing upon the health and well being of man. Four departments of the biological sciences were represented; nutrition, psychiatry, gerontology and epidemiology. The fourteen speakers not only presented the advances in knowledge in their own particular fields but also pointed out and integrated the significance of the data for the health educator. The intent was to shorten the interval between discovery and the application and understanding of newer knowledge.

The introductory paper stresses the fact that education makes people do things for themselves while service makes them dependent,—the proper education of people in health has a sound basis.

Three papers are devoted to nutrition, one of these is a posthumous publication of Dr. F F. Tisdall of the Hospital for Sick Children, Toronto. The many environmental factors influencing nutrition and their effect upon health and welfare are discussed. A report upon pre-natal diets is presented which shows that diets good enough to prevent development of disease definitely affects the efficiency of the pregnant woman to produce healthy offspring. A new approach to education in nutrition by integration into existing curricula is outlined.

Three papers on psychiatry cover not only the psychiatrist's viewpoint but also the contribution of the psychiatric case worker. It is emphasized that a tremendous job remains to be done but that it is worthwhile laying the basic foundations even though they may be only a small beginning.

The increasing problems involved in an aging population are discussed in another group of three papers. It

is stressed throughout that much basic research is required to determine the best methods of attack on the problems of this age group.

Epidemiology is represented by three papers. Epidemiology is concerned not solely with the prevention of disease but more broadly with an understanding of disease. The epidemiological point of view provides a basis for developing rational public health programs. The last paper in this group reports an approach to the better knowledge of chronic diseases through family studies.

The final paper is an excellent presentation of the social philosophy of health.

The great value of this book is that it gathers together the work of outstanding authorities who have presented the newer knowledge and philosophy of their various fields, often in a refreshing and novel manner. The reader should digest this material leisurely and with care; it may modify not only his methods but also his attitude toward his work.

JAMES M. MATHER, M.D., D.P.H.,
*Halton County Health Unit,
Milton, Ontario.*

Brief Notices

Adoption Principles and Services.

Papers reprinted from the *Journal of Social Casework* and *Social Casework*, 1947-1952. Family Service Association of America, 192 Lexington Avenue, New York 16. Price 85 cents.

Adoption Practices, Procedures and Problems.

A report of the second workshop held in New York City under the auspices of the Child Welfare League of America, May 10-12, 1951. Child

Welfare League of America, 24 West 40th Street, New York 18, 1952. Price \$1.25.

Canada. Department of National Health and Welfare. Annual Report for the Fiscal Year Ended March 31, 1951. Queen's Printer, Ottawa, 1951. Free. Contains particularly useful information about Family Allowances.

Canada. Central Mortgage and Housing Corporation. Annual Report to the Minister of Re-

sources and Development, 1951. For copies apply to Information Department, Central Mortgage and Housing Corporation, 56 Lyon Street, Ottawa. Free.

Human Rights Exhibition Album.

A large portfolio of 110 plates, accompanied by a 35-page booklet, *A Short History of Human Rights*. The album can be arranged as an exhibit in club rooms, etc. Published by Unesco and distributed in Canada by University of Toronto Press, Toronto, and Service General d'Abonnement Benoit Baril, 4234 rue de le Roche, Montreal. Price \$3.00.

Problems of Alcoholism. Special issue of *Ontario Medical Review*, December 1951. Current Publications Ltd., 9 Duke Street, Toronto. Single copies 50 cents.

Psychoanalysis, Man and Society, by Paul Schilder. W. W. Norton, New York (Toronto: George J. McLeod Limited). Price \$5.25.

The Race Question in Modern Science. A series of pamphlets, in English or in French, prepared by Unesco:

Race and Culture, by Michel Leiris.

The Roots of Prejudice, by Arnold M. Rose.

Racial Myths, by Juan Comas.

Race and Psychology, by Otto Klineberg.

Race and Biology, by L. G. Dunn.

Obtainable in Canada through Unesco distributors (see under "Human Rights Album" above). Price 25 cents each.

School Camping, by George W. Donaldson. Association Press, New York (Toronto: G. R. Welch), 1952. Price \$2.25 (U.S.). Although designed to present camping as an

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